香港申訴專員公署

Office of The Ombudsman, Hong Kong



主動調查報告
Direct Investigation Report

有關房屋署「長者住屋」及「改建一人單位」的安排
Housing Department's Arrangements for Housing for Senior Citizens and Converted One-person Units

報告完成日期：2023 年 7 月 11 日

Completion Date: 11 July 2023

報告公布日期：2023 年 7 月 13 日

Announcement Date: 13 July 2023

CONTENTS

Executive Summary

Chapter		*Paragraph*
1	*INTRODUCTION*	
	Background	*1.1 - 1.6*
	Scope and Process of Investigation	*1.7 - 1.9*
2	*KEY FEATURES OF HOUSING FOR SENIOR CITIZENS AND CONVERTED ONE-PERSON UNITS*	
	Housing for Senior Citizens ("HSC")	*2.1 - 2.10*
	Converted One-person ("C1P") Units	*2.11 - 2.14*
3	*MEASURES IN RESPONSE TO DIMINISHING DEMAND*	*3.1*
	Measures to Boost Occupancy Rates	*3.2 - 3.8*
	Measures to Speed up Recovering and Converting HSC and C1P Units into Ordinary Public Rental Housing ("PRH") Flats or for Other Uses	*3.9 - 3.21*
	Other Arrangements	*3.22 - 3.24*
	Overview of HSC and C1P Units	*3.25*
4	*CURRENT STATUS OF HOUSING FOR SENIOR CITIZENS AND CONVERTED ONE-PERSON UNITS AFTER INTRODUCTION OF RESPONSE MEASURES*	
	Waiting Time of Elderly PRH Applicants	*4.1 - 4.2*
	Vacancy Rates of Ordinary PRH Flats	*4.3*
	Situation of HSC and C1P Units	*4.4 - 4.26*
5	*COMMENTS AND RECOMMENDATIONS*	*5.1 - 5.4*
	(I) Too Many PRH Applicants Refused Allocation of HSC Type 2 ("HS2")/HSC Type 3 ("HS3") Units	*5.5 - 5.8*
	(II) Too Few HSC Type 1 ("HS1") and C1P Tenants Applied for Voluntary Transfer	*5.9 - 5.11*
	(III) Welfare Worker Service of HSC Deviated from Original Purposes	*5.12 - 5.17*

(IV) Failing to Explore Breakthrough Measures *5.18 - 5.31*
Recommendations *5.32*
Acknowledgements *5.33*

Annexes

I Estates with HS1 (with Breakdown by Districts as Designated by HD)
II Estates with HS2 (with Breakdown by Districts as Designated by HD)
III Estates with HS3 (with Breakdown by Districts as Designated by HD)
IV Estates with C1P (with Breakdown by Districts as Designated by HD)

Executive Summary
Direct Investigation Report

Housing Department's Arrangements for Housing for Senior Citizens and Converted One-person Units

Introduction

In the 1980s, the Housing Department ("HD") introduced the Housing for Senior Citizens ("HSC") scheme to provide hostel-type public rental housing ("PRH") for elderly tenants aged 60 or above. With 24-hour welfare worker (or warden) service, HSC has three types according to the design of units, namely Type 1 ("HS1"), Type 2 ("HS2") and Type 3 ("HS3"). Tenants have to share the kitchen, living room and/or bathroom facilities. Converted one-person ("C1P") units of a similar design as HS1 were also provided in response to the society's demand for one-person PRH units at that time.

2. Nevertheless, with the change of times, public expectations for living condition and privacy are no longer the same. These units, with shared kitchen and bathroom facilities, have become outdated and unpopular. To reduce their vacancy rates, the Hong Kong Housing Authority ("HKHA") has taken multiple measures over the years, such as lifting the age limit for HSC, ceasing the allocation of HS1 and C1P units and providing tenants with transfer incentives with a view to recovering and converting these units into ordinary PRH flats. After a lapse of nearly two decades, HD has yet to recover all HS1 and C1P units which are no longer available for allocation. As at the end of March 2023, around 60% of the partitioned rooms in these units were vacant; the vacancy rates of HS2 and HS3, which are still available for allocation, were also high at around 15% and 10% respectively.

3. Given the problem of short-term shortage of public housing in Hong Kong, it is incumbent upon HD to review the effectiveness of existing measures related to HSC and C1P units and make corresponding adjustments. While showing compassion and sympathy for the elderly tenants affected, HD should also ensure more effective deployment of relevant PRH resources to meet the strong demand for public housing.

Our Findings

4. This Office has the following observations and comments regarding HD's arrangements for HSC and C1P units.

(I) Too Many PRH Applicants Refused Allocation of HS2/HS3 Units

5. HD allocates HS2/HS3 units to general PRH applicants in order to reduce the vacancy rates of those units. This Office, however, notes that most members of the public would not regard HSC with shared kitchen and bathroom facilities as ordinary PRH flats. HD has lifted the age limit for HSC years ago and has continued to allocate these units, but in each of the past five years more than 1,000 PRH applicants refused the offers of HSC units. In 2021/22, only 3% of PRH applicants who had not joined the Express Flat Allocation Scheme ("EFAS") accepted the offers of HSC units, indicating that these units were highly unpopular. This Office considers HD's practice obsolete to regard and allocate HSC with shared kitchen and bathroom facilities as ordinary PRH flats.

6. Currently, the vacancy rates of HS2 and HS3 are 15% and 9% respectively, higher than the overall target of below 1.3% under the key performance indicators set by HKHA for PRH vacancy rate, and also far higher than the vacancy rates of ordinary PRH flats. Given the short-term shortage of public housing, this office considers that the vacancy rate at above 10% is undesirable and the use of PRH resources has not been optimised.

7. Moreover, some PRH applicants alleged that they were allocated units with shared kitchen and/or bathroom facilities despite not having applied for the EFAS or HSC. These applicants felt aggrieved at HD's arrangements that refusing the offer would be counted as forfeiting one chance of flat allocation. Although the PRH application form specified that HSC might be allocated to non-elderly applicants whose household size is one or two persons, HD did not explicitly explain that tenants in these units would have to share the kitchen and/or bathroom facilities with others.

(II) Too Few HS1 and C1P Tenants Applied for Voluntary Transfer

8. Cessation of the allocation of HS1 and C1P units would facilitate HD's recovery and conversion of these units into ordinary PRH flats, yet the progress depended on whether elderly tenants were willing to transfer. Despite HD's

incentives, the elderly tenants of HS1 and C1P units were not keen about voluntary transfer. In the past five financial years (from 2017/18 to 2021/22), voluntary transfer was not the major reason for elderly tenants to move out of their HS1 or C1P units.

9. Since HD has to wait for all the tenants to move out from a unit before converting it into an ordinary PRH flat, the vacancy periods of partitioned rooms in these units are often long. Around 80% of HS1 units and nearly 90% of C1P units had partitioned rooms left vacant for ten years or longer (involving a total of 498 partitioned rooms). Moreover, as at the end of March 2023, 96% of HS1 units and 100% of C1P units were let to just one household (involving a total of 370 units). In other words, almost all these units are being occupied by only one household. Consequently, the progress of unit conversion is extremely slow, and the vacancy rates of these two types of units are persistently high.

(III) Welfare Worker Service of HSC Deviated from Original Purposes

Role of Welfare Workers in HS2/HS3 Altered

10. HKSA lifted the age limit for HSC so that single non-elderly tenants are allowed to live in HSC units. With those non-elderly or even young tenants, the role of welfare workers in HSC, whose task was looking after the daily needs of the elderly in the past, has also changed. In addition to caring for the elderly HSC tenants and performing general duties of building management, welfare workers are also expected to harmonise the relations between two generations of tenants. It calls into question whether they have enough time to understand and care for every elderly tenant.

Welfare Worker Service for HS1 Ceased

11. The Government's original intent to introduce hostel-type HSC with 24-hour welfare worker service was to provide better care for elderly tenants. Welfare workers would help the elderly to overcome adaptation difficulties, and foster harmonious relations among tenants. However, the welfare worker service for HS1 ceased in November 2022.

12. Currently, all HS1 units are occupied by singleton elderly tenants. After the cessation of welfare worker service, these units are equipped with emergency alarm system, but the effect is entirely different from the regular care provided by welfare workers to the elderly tenants in the past. The living conditions of these HSC units

become the same as that of ordinary PRH flats. The original intent of providing hostel type accommodation for better caring of the elderly has gradually been defeated.

(IV) Failing to Explore Breakthrough Measures

<u>Targeting HS2/HS3 Units Still Available for Allocation</u>

<u>Launching New Allocation Scheme</u>

13. This Office notes that nearly 90% of the applicants joining EFAS (who knew that they might be allocated or even select by themselves an HSC unit) accepted the offers of HSC units, reflecting that HSC units are more acceptable to applicants when they could make an informed choice.

14. While HD considered the existing EFAS conducive to the letting of HS2/HS3 units through the mode of self-selection by applicants, the effect is not entirely satisfactory, given the high vacancy rates and number of refused offers of these units. In our view, if the situation persists without significant improvement, HD should seriously consider tailoring a specific allocation scheme for better utilisation of PRH resources, thereby optimising the use of available resources to benefit people in need.

<u>Letting to PRH Applicants as Transitional/Interim Housing</u>

15. HD opined that the letting of HS2/HS3 units with higher vacancy rates than ordinary PRH flats to PRH applicants as transitional housing is not feasible. Given that transitional and public housing are subject to different policies and modes of operation and management, handing over a small portion of vacant units to non-governmental organisations for refurbishment and operation as transitional housing might cause confusion and would not be economically efficient.

16. This Office recognises HD’s concerns and worries, but the concept of using these units as transitional/interim housing is worth further exploring. If HD is concerned about the possible impact caused to PRH applicants on the waiting list, it can consider selecting one of the HSC blocks on a trial basis and letting some of the prolonged vacant units to applicants who have been waiting for PRH for years and living in substandard homes, thereby providing short-term accommodation for people with urgent housing needs.

Changing the Use

17. Currently, HKHA has no plan to convert or change the use of HS2/HS3 units. These units are allocated to PRH applicants on an ongoing basis. If existing arrangements remain unchanged, the occupancy rates of these units will hardly improve significantly. In the long run, HD should more proactively examine the needs for changing the use of HSC, or even conduct an assessment on specific HS2 units located in the ancillary facilities blocks of PRH estates (mostly above the commercial podium or carpark), and consider including those HS2 units in redevelopment plans so as to address the root of this issue.

Targeting HS1 and C1P Units No Longer Available for Allocation

Promoting and Introducing More Transfer Incentives

18. Information showed that between 2016 and 2021, 306 HS1 units (or 61%) and 67 C1P units (or 29%) recovered were converted into flats suitable for six persons or more. Evidently, recovering these units can release more sizable flats for larger families and benefit more PRH applicants. This Office notes that HD launched the Phasing-out Programme 20 years ago to encourage and facilitate the transfer of HS1 and C1P tenants to other PRH flats. Although the Programme had certain effect initially, the progress of recovering these units has slowed down subsequently.

19. Meanwhile, for HS1 with the welfare worker service already ceased and C1P units without ancillary service all along, HD's home visit team should continue to attend to the needs of elderly tenants therein. In addition, HD should approach and collaborate with the Social Welfare Department ("SWD") or welfare agencies to provide suitable support to the elderly tenants of HS1 and C1P units according to their individual circumstances and welfare needs, and proactively lobby and encourage them to transfer.

20. HD has introduced the Full Rent Exemption Scheme for Elderly Households, under which elderly tenants of HS1 and C1P units aged 70 or above will be granted a one-off domestic removal allowance upon moving to a PRH flat of suitable size and full rent exemption for life thereafter. However, the response to the scheme has been lukewarm. This Office urges HD to review the effectiveness of existing schemes from time to time. To this end, HD's home visit team can sound out the elderly tenants to understand their views about the scheme and other incentives during home visits, thereby evaluating the effectiveness of various schemes and formulating

more attractive solutions to encourage voluntary transfer of elderly tenants of HS1 and C1P units.

Following up the Transfer of Non-elderly Tenants

21. HD information showed that as at the end of May 2023, there are still seven households solely consisted of non-elderly members in C1P units. While HD has encouraged them to take up the entire unit through Automatic Offer scheme, no tenants vacated their units under the scheme in the past five financial years (from 2017/18 to 2021/22), reflecting that it is not effective. HD should continue to follow up their cases vigorously and speed up recovering these units.

Recommendations

22. In the light of the above, The Ombudsman makes eight recommendations to HD:

Targeting HS2/HS3 Units Still Available for Allocation

(1) review whether HS2/HS3 units should still be classified as ordinary PRH flats, and consider ceasing to allocate these units to general PRH applicants;

(2) seriously consider tailoring a specific allocation scheme for HS2/HS3 if the vacancy rates of these units and the number of refused offers remain high without significant improvement;

(3) in case of unsatisfactory results of the measures aforesaid, draw on the concept of transitional housing and consider selecting one of the HS2/HS3 blocks on a trial basis and allocating some of the prolonged vacant units as short-term accommodation for people with urgent housing needs;

(4) review the effectiveness of the existing measures, and in case of unsatisfactory results of the measures aforesaid, consider in the long run the needs for changing the use of HS2/HS3, or even conduct an assessment on specific HS2 units, and consider including those HS2 units in redevelopment plans;

(5) before implementation of the measures aforesaid, continue to step up publicity and disseminate information about HS2/HS3 to enhance the understanding of PRH applicants;

Targeting HS1 and C1P Units No Longer Available for Allocation

(6) promote and introduce more transfer incentives, approach and collaborate with SWD or welfare agencies to proactively lobby and encourage the elderly tenants of HS1 and C1P units to transfer, such as rehousing in the same district;

(7) consider instructing its home visit team to sound out the HSC and C1P tenants to understand their views about the Full Rent Exemption Scheme for Elderly Households and other incentives during home visits, thereby evaluating the effectiveness of various schemes and formulating more attractive solutions; and

(8) continue to follow up the cases of C1P households solely consisting of non-elderly members and speed up recovering these units.

Office of The Ombudsman
July 2023

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1

INTRODUCTION

BACKGROUND

1.1 In the 1980s, the Housing Department ("HD") introduced the Housing for Senior Citizens ("HSC") scheme to provide hostel-type public rental housing ("PRH") for elderly tenants aged 60 or above. With 24-hour welfare worker (or warden) service, HSC has three types according to the design of units, namely Type 1 ("HS1"), Type 2 ("HS2") and Type 3 ("HS3"). Tenants have to share the kitchen, living room and/or bathroom facilities (see **Chapter 2** for details).

1.2 However, the majority of elderly applicants preferred self-contained small flats to HSC with shared facilities, resulting in persistently high vacancy rates of HSC.

1.3 In 2000, the Hong Kong Housing Authority ("HKHA") endorsed the decision to cease the construction of HSC and discontinue converted one-person ("C1P") units, which are of a similar design as HS1 (see **paras. 2.11 – 2.14** for details). Various measures have been taken subsequently, such as gradually restoring C1P and HS1 units to ordinary PRH flats, lifting the age limit for HSC, and including HS2/HS3 units under the Express Flat Allocation Scheme ("EFAS").

1.4 According to HD's information, as at the end of March 2023, around 60% of the partitioned rooms in HS1 and C1P units of a similar design were vacant with letting frozen; the vacancy rates of HS2 and HS3 were around 15% and 10% respectively (see **para. 4.6** for details). Meanwhile, this Office has received complaints from non-elderly PRH applicants who were allocated an HSC unit despite not having joined the EFAS, and lost one chance of flat allocation upon refusing the offer. HD's information showed that in each of the past five years, more than 1,000 offers of HSC units were refused by PRH applicants.

1.5 Given the persistent excess demand for public housing in Hong Kong, the average waiting time for PRH has been increasing, far exceeds the target of three years set by HD and once reached six years in 2021. HD information showed that as at the end of March 2023, the average waiting time in the past 12 months was 5.3 years for general applicants, and among them 3.9 years for elderly one-person applicants. It is worthwhile to explore how to optimise the use of PRH resources involved in HSC and C1P units.

1.6 Against this background, The Ombudsman launched a direct investigation against HD on 26 July 2022 pursuant to section 7(1)(a)(ii) of The Ombudsman Ordinance (Cap. 397).

SCOPE AND PROCESS OF INVESTIGATION

1.7 The scope of this direct investigation covers:

- allocation and occupancy of HSC and C1P units and day-to-day management of those units;
- progress and effectiveness of improvement measures;
- long-term arrangements for HSC and C1P units; and
- any other areas for improvement and reinforcement.

1.8 During the investigation, this Office has examined the information provided by HD, conducted site visits and called for public views.

1.9 On 28 July 2022, we announced the launch of this direct investigation and invited views on this subject from members of the public. On 21 April 2023, a draft investigation report was issued to HD for comments, and its reply was received on 30 June 2023. Upon considering and duly incorporating the comments of HD, we finalised this report on 11 July 2023.

2

KEY FEATURES OF HOUSING FOR SENIOR CITIZENS AND CONVERTED ONE-PERSON UNITS

HOUSING FOR SENIOR CITIZENS

2.1 In the 1980s, HKHA introduced the HSC scheme to provide hostel-type accommodation with 24-hour welfare worker service to single elderly PRH applicants aged 60 or above. The scheme aims at promoting a spirit of mutual support in the neighbourhood and enhancing the tenants' social activities. There are three types of HSC design, namely HS1, HS2 and HS3. To understand the situation of these units, our officers visited HS1 units in Tin Tsz Estate, Tin Shui Wai in January 2022, and HS2 and HS3 units in Pak Tin Estate, Sham Shui Po in May 2022.

(1) HS1

2.2 The earliest HS1 units were converted from standard PRH flats on the lower floors of residential blocks. A unit is partitioned into two to four smaller rooms, each occupied by a household of one or two persons. Tenants have to share the communal space and bathroom and kitchen facilities inside the unit (see **Figs. 1 and 2**). Currently, HS1 units can be found in 33 PRH/residential estates (see **Annex I**).

Figure 1: Floor plan of HS1 units in Tin Tsz Estate

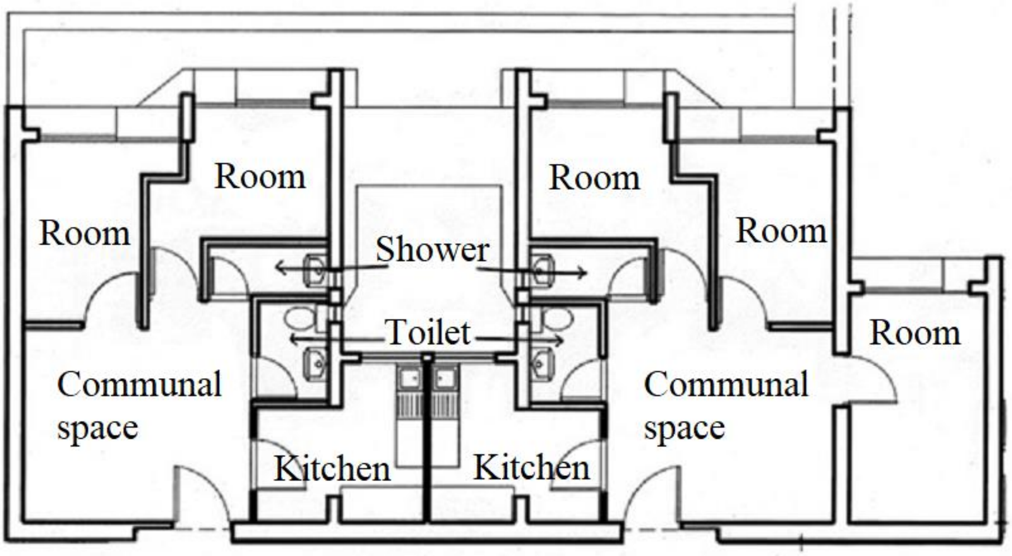


Figure 2: Situation of an HS1 unit in Tin Tsz Estate

	
Unit partitioned into three smaller rooms with a communal space in the middle	The shared kitchen, tenants need to have their own set of cooking utensils

<u>Figure 2: Situation of an HS1 unit in Tin Tsz Estate (continued)</u>

	
Separate gas meters for tenants inside the unit	Shared toilet in the unit
	
Mailboxes of all rooms installed in the lift lobby on each HSC floor	Emergency alarm system connecting the unit to the office

(2) HS2

2.3 All HS2 units are located in the ancillary facilities blocks of PRH estates, mostly above the podium of commercial centres or carparks. These units are only for single tenants. They have to share the kitchen and bathroom facilities. Currently, HS2 units can be found in 12 PRH/residential estates (see **Annex II**).

2.4 HS2 households normally share a kitchen among one to six of them (three on average), and a bathroom among one to three. Depending on actual circumstances,

HD would arrange and allocate the kitchen and bathroom facilities to be shared by designated tenants as appropriate. Other communal facilities such as the central lobby, common room and activity room are for use by all tenants without special allocation. **Figures 3** and **4** are the floor plan and photos of HS2 units.

Figure 3: Floor plan of HS2 units in Pak Tin Estate

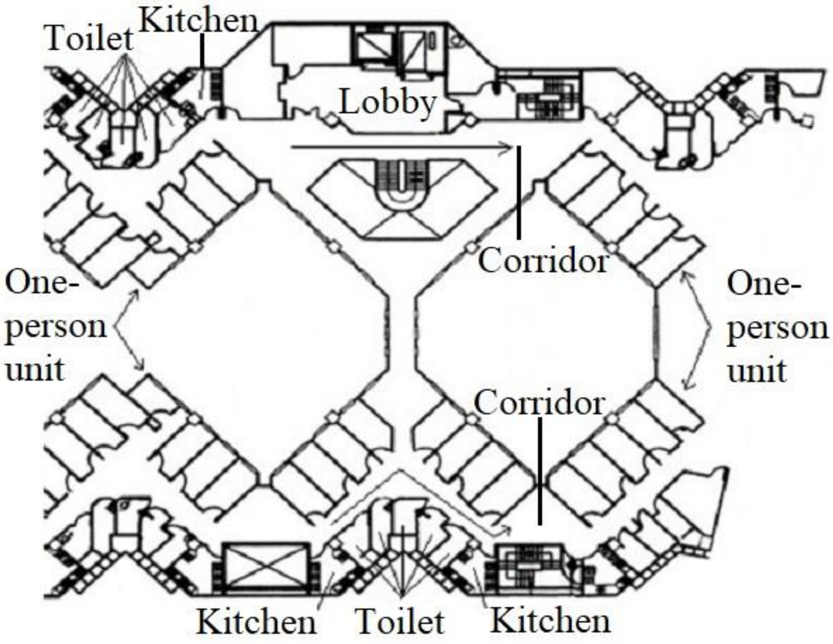


Figure 4: HS2 units in Pak Tin Estate

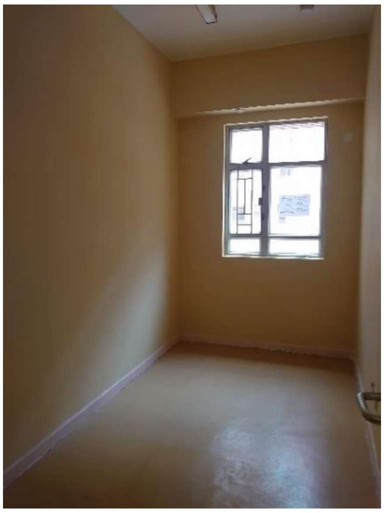
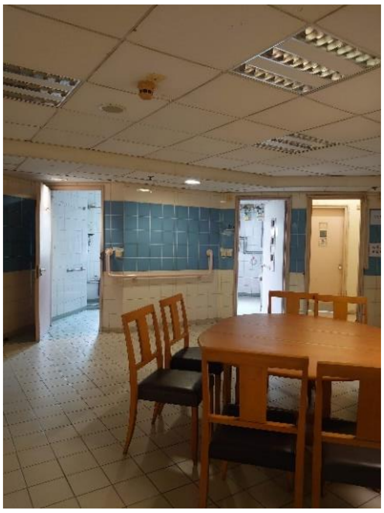
	
Shui Tin House is a standalone block with carpark on the 1st to 4th floors and HSC on the 5th to 7th floors	Common space in lobby
	
Common corridor outside the units	A vacant unit

Figure 4: HS2 units in Pak Tin Estate (continued)

	
In the shared kitchen, separate cooking areas, electricity supply and gas meters for tenants, who have their own cooking appliances	Communal dining area outside the kitchen
	
Shared bathroom	Drying area for use by all tenants

(3) HS3

2.5 HS3 units are located on the lower floors of small-flat PRH residential buildings. Each unit can accommodate a household of one or two persons, with independent bathroom available, but tenants have to share kitchen facilities. Currently, HS3 units can be found in 12 PRH/residential estates (see **Annex III**).

2.6 HS3 households share a kitchen among one to seven of them. **Figures 5** and **6** are the floor plan and photos of these units.

Figure 5: Floor plan of HS3 units in Pak Tin Estate

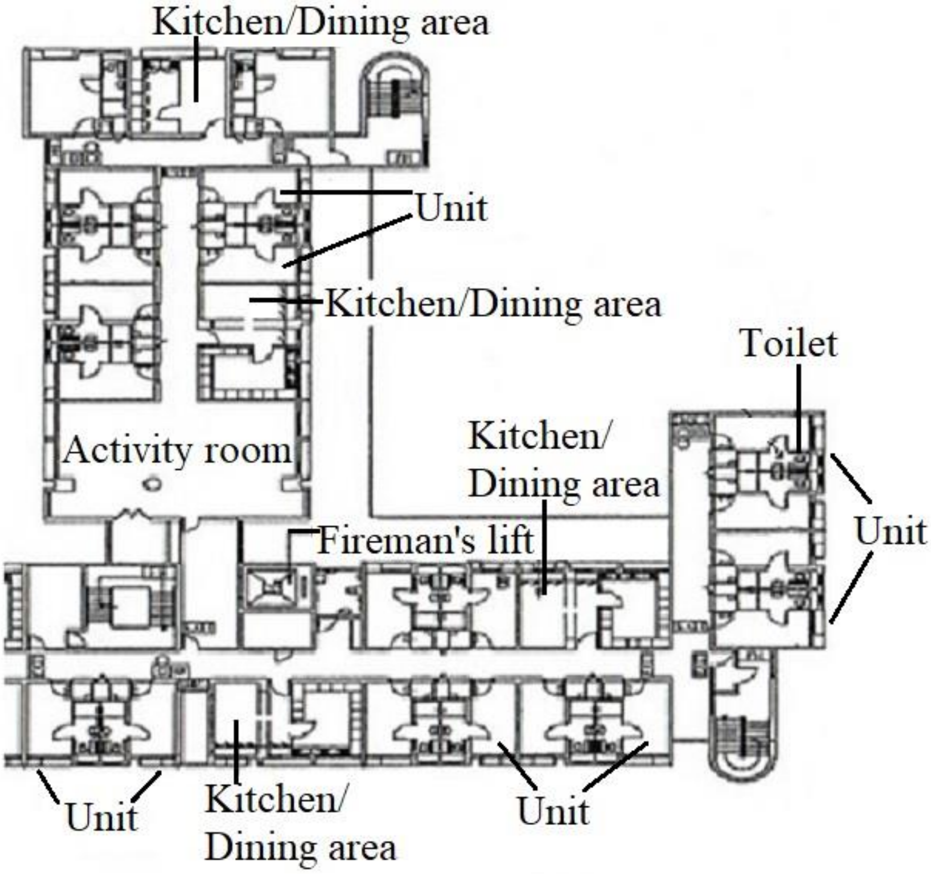
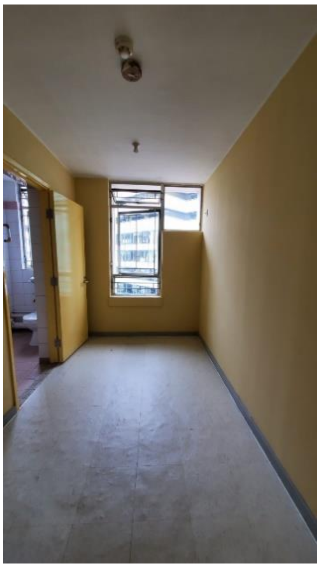


Figure 6: HS3 units in Pak Tin Estate

	
HS3 units are located on the lower floors of small-flat PRH residential buildings, the common corridor outside the units is similar to those of ordinary PRH blocks	Communal activity room
	
In the shared kitchen, every household has its designated cooking area, electricity supply and gas meter, but has to bring its own cooking appliances	Communal dining area next to the kitchen, where tenants can store personal items in the common area beside the dining table

Figure 6: HS3 units in Pak Tin Estate (continued)

	
A vacant unit with public address system and fire service system, including smoke detector and fire alarm	Independent toilet and bathroom facilities in the unit

Rents and Other Tariffs

2.7 The main criterion of HKHA in setting the rents of HSC is the affordability of tenants. In addition to individual living area, the areas of shared kitchen and/or bathroom facilities, etc., are averaged out and factored into the internal floor area of each tenant for rent calculation, based on the total number of units using those facilities. The areas of central lobby, laundry room, common room and activity room are not included in the calculation.

2.8 As shown in **Figures 2, 4** and **6**, HSC tenants are provided with separate electricity and gas meters and are responsible for the tariffs according to their own consumption. Water and electricity tariffs for the shared kitchens, bathrooms and laundry rooms are payable by HKHA. HS3 tenants are required to pay water tariff for their independent bathroom facilities with water meter. As at the end of March 2023, the monthly rents of the three types of HSC ranged from $492 to $2,638.

Welfare Worker Service

2.9 Under the HSC scheme, 24-hour welfare worker service is provided. The welfare workers mainly oversee the cleanliness and overall management of the common areas to ensure proper functioning of all facilities, thereby maintaining a

satisfactory living and social environment. They also facilitate the elderly tenants' adaptation to the living environment and provide proper care services, such as regular visits and, where necessary, referrals to welfare agencies (for example, to obtain domestic assistance and escorting services for medical consultations). Their duties also include handling emergencies and accidents, resolving tenant disputes, etc. Non-elderly tenants aged below 60 can also approach the welfare workers on duty to follow up general management matters.

2.10 HKHA deploys civil servants, contractual employees or contractors' staff to be welfare workers. Generally, there are three welfare workers in each building to take charge of the day-to-day management of HSC. HSC in outsourced PRH estates are served by Property Services Agents and the welfare workers employed by them.

CONVERTED ONE-PERSON UNITS

2.11 Before introducing HSC, HKHA had partitioned some ordinary PRH flats into two or three smaller rooms to increase the supply of small units for one person. Tenants have to share kitchen and bathroom facilities. The layouts and fixtures of these units are similar to those of HS1. Unlike HSC, no 24-hour welfare worker service is provided for C1P units. Currently, C1P units can be found in 21 PRH estates (see **Annex IV**).

2.12 To understand the design of these units, our staff visited a C1P unit in Siu Sai Wan Estate in January 2022. **Figures 7** and **8** are the floor plan and photos of the unit.

Figure 7: Floor plan of a C1P unit in Siu Sai Wan Estate

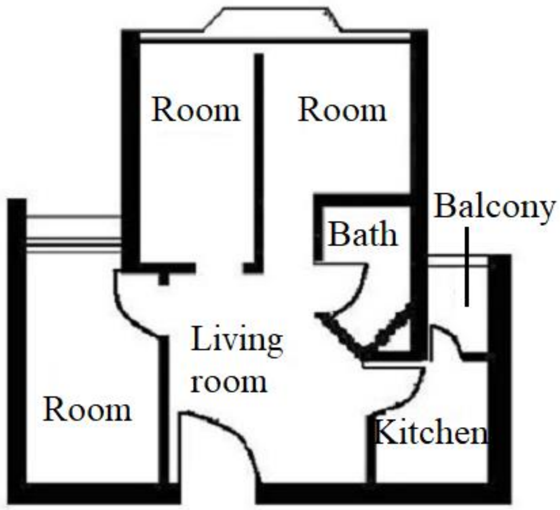
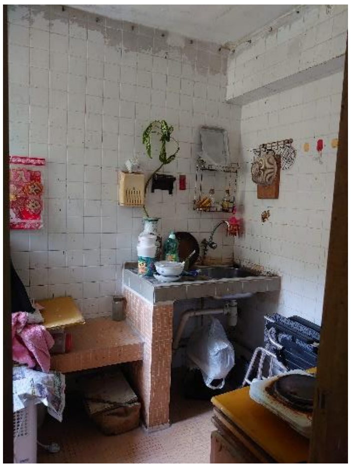
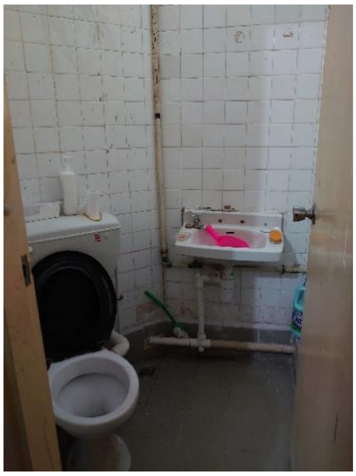


Figure 8: C1P unit in Siu Sai Wan Estate

	
A vacant room in the unit	Separate electricity supply and meters for tenants
	
Shared kitchen in the unit	Shared bathroom in the unit

Rents and Other Tariffs

2.13 HKHA sets the rents per square metre of internal floor area of C1P units at the rent level of an ordinary PRH flat in the same estate. In addition to individual living area, the areas of shared kitchen, bathroom and balcony are averaged out and factored into the internal floor area of each tenant for rent calculation, based on the total number of rooms inside the unit. As at the end of March 2023, the average monthly rent for a C1P unit is about $779.

2.14 Separate electricity, water and gas meters are installed for each tenant in a C1P unit. Public utility tariffs are payable by tenants according to consumption.

3

MEASURES IN RESPONSE TO DIMINISHING DEMAND

3.1 HD said that the majority of elderly applicants preferred self-contained PRH flats with independent facilities. Given that many applicants refused to take up HSC with shared kitchen and bathroom facilities, the vacancy rates of HSC have remained high since its launch, especially HS1. Meanwhile, there were discords among C1P tenants from time to time. In this light, HKHA endorsed in 2000 the decision to cease the construction of HSC and discontinue C1P units. The allocation of C1P and HS1 units ceased in 2001 and 2009 respectively.

MEASURES TO BOOST OCCUPANCY RATES

Lifting the Age Limit for HSC

3.2 To improve the occupancy rates of HSC, HKHA lifted the age limit for HSC in October 2001. Consequently, both non-elderly (aged 59 or below) and elderly (aged 60 or above) applicants may be offered a one/two-person HSC unit as long as they meet the eligibility criteria for public housing. HKHA asserted that this arrangement can optimise the use of PRH resources and expedite the allocation of subsidised housing to singletons with urgent needs.

3.3 From 2009 onward, only HS2/HS3 units are still been allocating to applicants (see **para. 3.1**). With the age limit lifted for HSC (see **previous paragraph**), the allocation policy and procedures for HS2/HS3 are the same as those for ordinary PRH flats. According to the Application Guide for Public Rental Housing attached to the PRH application form, non-elderly applicants whose household size is one or two persons might also be allocated HSC units. HS2/HS3 units are regarded as ordinary PRH flats. Unless an unpleasant incident has occurred therein, these units do not fall

within the category of flats with "special circumstances". In other words, refusing the offers of HS2/HS3 without "special circumstances" will be counted as a valid allocation[1].

Including HSC Units under the EFAS

3.4 The EFAS is launched to facilitate earlier flat allocation to PRH applicants and expedite the letting of less popular flats. HKHA normally initiates an EFAS exercise in the second half of each year. Subject to the PRH resources available, some less popular flats are included under the EFAS. Eligible PRH applicants registered on the waiting list for one year or longer are invited to join the exercise and select a flat according to sequence.

3.5 Flats available for selection under the EFAS are less popular for such reasons as unpleasant incidents having happened in the flats, less desirable layouts, or locating in PRH estates with higher refusal rates (for example, flats in aged estates already refused by applicants in the previous five allocations).

3.6 Since December 2001, HKHA has included all HSC units for selection by applicants joining the EFAS, with a view to expediting the letting of HSC and the allocation of PRH for families in need. As HD ceased allocating HS1 units in 2009 (see **para. 3.1**), all units currently available under the EFAS are HS2/HS3. To increase the take-up rates of HS2/HS3, tenants who accept a unit with vacancy period of 12 months or longer are granted half-rent concession for 8 or 12 months.

3.7 In the past five financial years (from 2017/18 to 2021/22), all HS2/HS3 units available under the EFAS were selected by applicants joining the exercise. If the selected units are subsequently rejected by the applicants, or not taken up because the applicants' eligibility is denied after vetting, HD will re-allocate these units to other PRH applicants as usual to promote the turnover of flats.

3.8 According to HD, since the age limit for HSC was lifted and all vacant HS2/HS3 units were included under the EFAS, the occupancy rates of these two types of HSC units have increased. The current occupancy rates are close to 85% and 90% respectively. HD will keep these measures in place to lower the vacancy rates.

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[1] Flats refused by PRH applicants will be re-allocated to other applicants by HD. At present, each applicant has three chances of allocation (one flat in each offer) and can decide to accept or refuse an offer according to personal circumstances.

MEASURES TO SPEED UP RECOVERING AND CONVERTING HSC AND C1P UNITS INTO ORDINARY PRH FLATS OR FOR OTHER USES

3.9 HS1 units are converted from standard PRH flats on the lower floors of residential blocks, while the internal partitioning of C1P units is similar to that of HS1. Hence, both types of units can be restored to standard PRH flats fairly easily. After repossession, the partitioned rooms inside HS1 and C1P units are frozen and no further allocation will be made. Upon departure of the last remaining tenant in each unit, it will be converted into an ordinary PRH flat for letting. The conversion works[2] usually take about three months.

3.10 To speed up the conversion of HS1 and C1P units into ordinary PRH flats, HD has introduced various programmes to encourage tenants to move out of these two types of units.

Phasing-out Programme for HSC

3.11 To optimise the use of PRH resources, HKHA launched a pilot programme in 2003 to convert the HS1 units in Chung On Estate, Ma On Shan and Wah Lai Estate, Lai Chi Kok into ordinary PRH flats. In July 2006, HKHA endorsed the regularisation of the Phasing-out Programme, with domestic removal allowance granted as transfer incentive for tenants covered by the Programme, so that HSC units can be recovered and converted into ordinary PRH flats. During the implementation of the Programme, HD maintained close liaison with the Social Welfare Department ("SWD"), non-governmental organisations ("NGOs") that providing elderly services and elderly welfare agencies to ensure proper rehousing of HSC tenants.

3.12 Under the Phasing-out Programme, HD initially identified 17 HS1 blocks and one HS2 block with high vacancy rates for conversion into non-residential use, including social service centre, multi-service centre for the elderly, estate office and other facilities. The Programme later extended to all HS1 blocks with domestic removal allowance granted to encourage tenants to move to self-contained PRH flats or HS2/HS3 units.

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[2] In addition to general renovation items, conversion works also include change of partition walls, gas installation and fire service system, removal of emergency alarm system and public address system, etc.

Arranging Non-elderly Tenants to Move out of HS1

3.13 With the implementation of the Phasing-out Programme, HS1 units with allocation frozen have seen a decline in occupancy rates. Considering that non-elderly tenants are more adaptive to new surroundings, HKHA imposed in February 2013 the Management Transfer arrangement on all non-elderly HS1 tenants to speed up recovering these units. Non-elderly tenants who refused flat allocation without justification might have their tenancy terminated by HKHA. Of the three non-elderly households approved to stay in their units on medical grounds, one has since moved into a care home for the elderly; the other two have reached the elderly age and thus are not required to move out.

Encouraging Voluntary Transfer for Elderly Tenants of HS1

3.14 As at the end of March 2023, HS1 units were let to 236 households, all consisting of elderly tenants with 97% aged 70 or above (see **Fig. 13** in **para. 4.11**). HD remarked that the vast majority of tenants are of advanced age and less adaptive, hence they are not very interested in applying for transfer. When implementing relevant policy or measures, HD will handle their cases with compassion and sympathy, and rehouse elderly tenants on a voluntary basis. HD will grant domestic removal allowance and, subject to available resources, allocate flats in newly built PRH estates, thereby encouraging elderly tenants to move to self-contained PRH flats or HS2/HS3 units.

Encouraging Voluntary Transfer for C1P Tenants

3.15 To phase out C1P units, self-contained PRH flats are allocated to C1P tenants through the Voluntary Transfer scheme, with domestic removal allowance granted upon rehousing.

Encouraging C1P Tenants to Join Automatic Offer Scheme

3.16 In addition, HKHA launched the Automatic Offer scheme in 2004. Eligible households (either one-person or with addition of family members aged 60 or above) having become the last remaining one in a C1P unit can apply for taking up the entire unit through the scheme, provided that the current standards of internal floor area set for their household size are complied with.

3.17 The eligibility criteria for the Automatic Offer scheme are as follows:

- The household is the last remaining tenant in a C1P unit;
- The household's occupation status complies with the Tenancy Agreement;
- The internal floor area taken up by the household does not exceed the under-occupation standards[3]; and
- The household can apply for adding authorised family members to comply with the under-occupation standards, but cannot apply for household splitting after the addition.

3.18 Unlike under the Voluntary Transfer scheme, the household taking up the entire unit under the Automatic Offer scheme will not be granted domestic removal allowance. Nonetheless, HD will bear the renovation costs for reinstating the unit layout and fixtures to the same as an ordinary PRH flat.

Encouraging HS1 and C1P Tenants to Join Full Rent Exemption Scheme for Elderly Households

3.19 To provide extra incentive for elderly tenants of HS1 and C1P units to vacate their units, from December 2020, households with all members aged 70 or above residing in these two types of units are eligible to apply for transfer under the Full Rent Exemption Scheme for Elderly Households[4]. Upon transfer to a PRH flat of suitable size, they will be granted full rent exemption for life and a one-off domestic removal allowance. HD has notified eligible households by letter and publicised details of the Scheme via estate circulars (with posters and leaflets displayed at the lobbies of PRH

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3 The current under-occupation standards are as follows:

Household size	1	2	3	4	5	6
Under-occupation standard Internal floor area (m^2) exceeding	25	35	44	56	62	71

4 HKHA introduced a trial scheme in December 2019, under which under-occupation households solely consisting of elderly members aged 70 or above were eligible for full rent exemption for life upon transfer to a smaller PRH flat of suitable size. In December 2020, HKHA regularised the scheme and extended its scope to cover elderly households with all members aged 70 or above residing in HS1 and C1P units without independent facilities.

buildings), HKHA website and social media. Since June 2022, HD's home visit team has gradually visited the tenants concerned to distribute leaflets and introduce various schemes (including Internal Transfer, Special Transfer, Free Rent Exemption Scheme for Elderly Households, Harmonious Families Priority Scheme, Automatic Offer, etc.), and to understand why they are reluctant to apply for transfer. Up to the end of May 2023, the home visit team has visited more than 130 HS1 and C1P households.

3.20 As at the end of March 2023, HKHA has received four and three applications for transfer to other PRH estates from elderly households of HS1 and C1P units respectively under the Free Rent Exemption Scheme for Elderly Households. Among them, two C1P households have already accepted the allocation, while the remaining five applicants have not yet accepted the PRH flats allocated.

3.21 Meanwhile, it is suggested that HD could arrange the remaining tenants from different units to move to the same unit with shared kitchen and bathroom facilities. In response, HD pointed out that in addition to adaptation to new surroundings, elderly tenants are prone to have conflicts with other tenants due to their different backgrounds and living habits, and are particularly resistant to such allocation during the COVID-19 epidemic. Besides, they will need to transfer again if the partitioned rooms are vacated/surrendered by co-tenants subsequently. For the time being, HKHA continues to proactively lobby and encourage HS1 and C1P tenants to apply for voluntary transfer and process their requests on a case-by-case basis, e.g. transfer to specified districts/estates subject to available resources.

OTHER ARRANGEMENTS

Cessation of Welfare Worker Service for HS1

3.22 With the decline in the number of elderly tenants residing in HSC, the demand for welfare worker service has diminished. HKHA endorsed the decision that with effect from April 2013, the welfare worker service for an HS1 block would cease upon the number of households dropping to 20 or below. The relevant duties of supervision and referral would then be taken up by existing estate management staff. Elderly tenants could apply for transfer to HS2/HS3 with welfare worker service if needed. The welfare worker service for HS1 came to an end when Kai Tin Estate ceased such service in late November 2022.

3.23 Upon the cessation of welfare worker service, the emergency alarm system installed in these units would be connected to the security control room operated round-the-clock, or the security counter at the building entrance. Moreover, eligible elderly tenants could apply to HD for a subsidy to purchase the service of Personal Emergency Link (commonly known as "Safety Bell"). HD would refer the cases of elderly tenants with other welfare needs to SWD. Moreover, HKHA would convert the ancillary facilities of welfare worker service, such as warden offices/quarters, common/activity rooms with low usage rates, etc., into ordinary PRH flats where feasible to optimise the use of housing resources.

Long-term Planning for HS2

3.24 All HS2 units are located in the ancillary facilities blocks of PRH estates, mostly above the commercial podium or carpark (see **para. 2.3**). Currently, HD's measures for HS2 aim at boosting the occupancy rates (see **para. 3.2**). During our investigation, this Office asked HD whether it has any plan to redevelop the ancillary facilities blocks with HS2 for more effective use of those sites. HD replied that the 12 estates with HS2, aged between 20 and 25 years, are not very old. HD considered it unfeasible to demolish those ancillary facilities blocks for redevelopment into ordinary PRH buildings, mainly due to plot ratios, height restrictions and other limitations of individual sites; the gains in PRH resources resulted from demolishing those blocks and estate redevelopment would not be substantial, and it is also necessary to relocate the social welfare or estate facilities currently operating in those blocks. To date, no PRH estates with HSC and C1P units have been included under any redevelopment plans.

OVERVIEW OF HSC AND C1P UNITS

3.25 Summing up the information above, key features of HSC and C1P units, including ancillary facilities, tenant profile and HD's response measures, are listed in **Table 1**.

Table 1: Overview of HSC and C1P units
(As at end of March 2023)

	HSC						C1P	
	HS1		HS2		HS3			
Year of launch	1980s						Earlier than 1980s	
Design	Hostel style						Ordinary PRH	
Welfare worker service	Not available (see **para. 3.22**)		Available				Not available	
Location	Converted flats on the lower floors of residential blocks		Above podium of commercial centres or carpark		On the lower floors of small-flats PRH residential buildings		Ordinary PRH flats partitioned into two or three rooms	
No. of PRH/ residential estates with these units	33		12		12		21	
Kitchen	Shared						Shared	
Bathroom	Shared		Shared		Independent		Shared	
No. of tenants	Elderly	Non-elderly	Elderly	Non-elderly	Elderly	Non-elderly	Elderly	Non-elderly
	239 (100%)	0 (0%)	961 (47%)	1,097 (53%)	1,340 (82%)	286 (18%)	160 (83%)	33 (17%)
No. of rooms/ units (see paras. 4.4 and 4.6)	598 rooms (Letting frozen, i.e., vacant: 362)		2,415 units (Vacant: 356)		1,700 units (Vacant: 148)		383 rooms (Letting frozen, i.e., vacant: 233)	

	HSC			C1P
	HS1	HS2	HS3	
No. of PRH flats to be restored if all units are recovered (see para. 4.4)	228	N/A		150
Arrangement after unit recovered	• Partitioned rooms will not be allocated after recovered • Converting into ordinary PRH flat after the entire unit is vacated	• Continuously allocating to PRH applicants		• Partitioned rooms will not be allocated after recovered • Converting into ordinary PRH flat after the entire unit is vacated
Existing measures	• Voluntary transfer encouraged • Extra incentives (e.g. domestic removal allowance) • Full Rent Exemption Scheme for Elderly Households	• Lifting the limit on the age of tenants and allocating to general PRH applicants • All vacant units included under the EFAS		• Voluntary transfer encouraged • Extra incentives (e.g. domestic removal allowance) • Automatic Offer scheme • Full Rent Exemption Scheme for Elderly Households

4

CURRENT STATUS OF HOUSING FOR SENIOR CITIZENS AND CONVERTED ONE-PERSON UNITS AFTER INTRODUCTION OF RESPONSE MEASURES

WAITING TIME OF ELDERLY PRH APPLICANTS

4.1 According to HD's information, as at the end of March 2023, there were around 133,200 general applications for PRH, among them around 22,800 were made by elderly one-person applicants. The average waiting time was 5.3 years for general applicants, and that for elderly one-person applicants was 3.9 years. The average waiting time[5] is longer than the target of making the first flat allocation after around three years set by HKHA.

4.2 To meet the housing needs of the elderly, HKHA has introduced a number of priority schemes especially for elderly applicants. At present, elderly persons can apply for PRH through the Single Elderly Persons Priority Scheme (for those who choose to live alone) or the Elderly Persons Priority Scheme (for joint application by

5 Waiting time basically refers to the time taken between registration for PRH and first flat offer, excluding any frozen period during the application period (e.g. when the applicant has not yet fulfilled the residence requirement; the applicant has requested to put his/her application on hold pending arrival of family members for family reunion; the applicant is imprisoned, etc.)

two or more elderly persons who are willing to live together). Allocation of flats is based on the order of the registration dates/equivalent dates (if any) of applications, district selected, and family size, subject to the PRH resources available when their applications reach the allocation stage. Allocation is processed according to relative priority by random computer batching. Generally, applicants are not allowed to specify a particular type of flat, including the existing HSC. In addition, PRH applicants with elderly family members are given priority in flat allocation through the Harmonious Families Priority Scheme. Information from HD showed that in the first quarter of 2023, around 2,000 general applicants accepted flat offers and moved into PRH, among them around 650 were elderly one-person applicants, including 440 offers made under the Single Elderly Persons Priority Scheme. Separately, around 150 and 180 flat offers were made to elderly applicants (who were not one-person applicants) under the Elderly Persons Priority Scheme and the Harmonious Families Priority Scheme respectively.

VACANCY RATES OF ORDINARY PRH FLATS

4.3 HD explained that PRH flats might be left vacant for a short time during the period between repossession and successful allocation due to various reasons, e.g. pending reallocation after flat offers being refused by applicants, pending replies from applicants who have received flat offers, etc. Hence, the number of vacant PRH flats varies every day. HD's information showed that between 2017 and 2021, the vacancy rates of PRH flats in all districts (Urban, Extended Urban, New Territories and Islands) ranged from 0.5% to 1.4% each year, below the target of not exceeding 1.5% set for PRH vacancy rate under HKHA's key performance indicators by 2020/21. In 2021/22, HKHA adjusted the target downwards to 1.3%. In 2022, the vacancy rates of PRH flats in Urban, Extended Urban, New Territories and Islands districts were all lower than HKHA's target of not exceeding 1.3%.

SITUATION OF HSC AND C1P UNITS

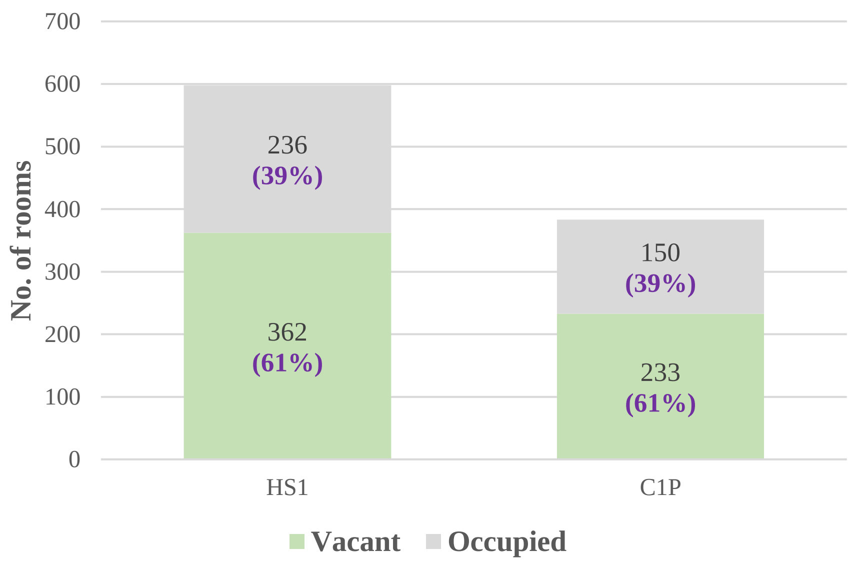
(1) Occupancy Rates of Units

HS1 and C1P Units No Longer Available for Allocation

4.4 HKHA ceased the allocation of C1P and HS1 units in 2001 and 2009 respectively (see **para. 3.1**). After repossession, the rooms in these units are frozen

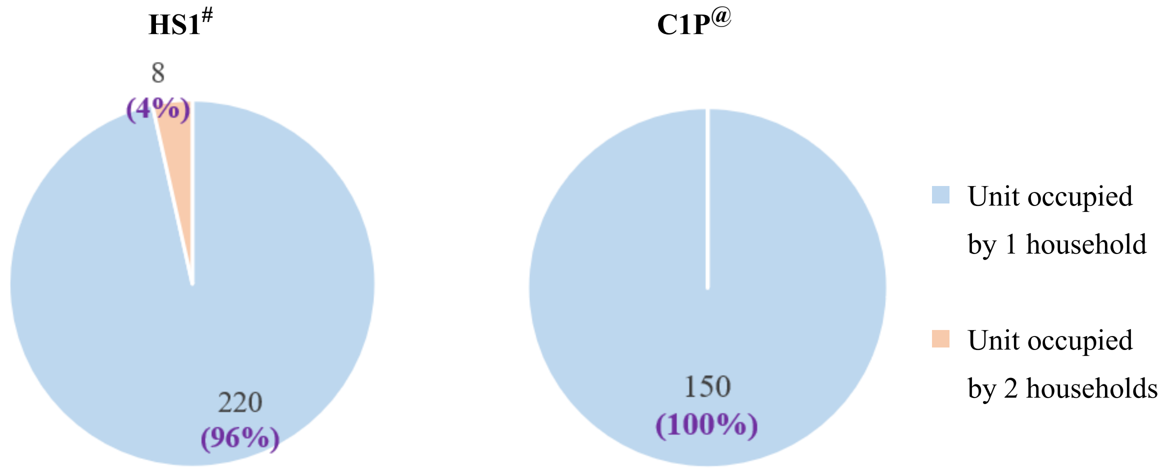
and no longer available for allocation. HD's information showed that since the improvement measures were implemented, the number of partitioned rooms of HS1 has reduced from more than 5,600 to about 598 (as at the end of March 2023), involving about 228 PRH flats. Of which, 362 rooms were vacant with letting frozen and pending conversion into ordinary PRH flats, representing a vacancy rate of about 61%. As for C1P units, the number of partitioned rooms has reduced from more than 5,800 to about 383 (as at the end of March 2023), involving about 150 PRH flats. There were 233 vacant rooms, representing a vacancy rate of also about 61%. The vacancy rates are shown in **Figure 9**. These units with partitioned rooms frozen for letting are still occupied by tenants, mostly elderly tenants aged 70 or above.

Figure 9: Occupancy rates of HS1 and C1P units
(As at end of March 2023)



4.5 As HS1 and C1P units are no longer available for allocation, there are not many units with all the partitioned rooms let out at present. As shown in **Figure 10**, as at the end of March 2023, 96% of HS1 and 100% of C1P units were let to just one household. While the partitioned rooms with letting frozen are locked up, the other common areas/facilities in the units are still accessible by the remaining tenants.

Figure 10: Living condition of HS1 and C1P tenants (As at end of March 2023)

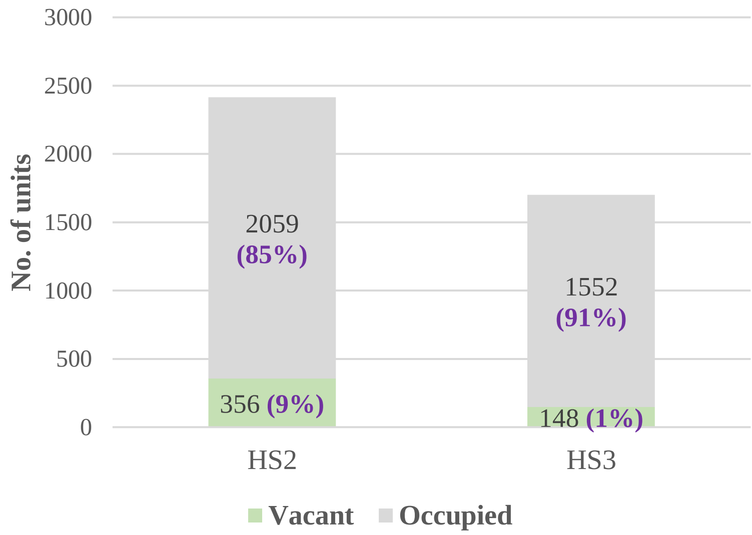


: Two to four partitioned rooms in each unit.
@ : Two to three partitioned rooms in each unit.

HS2/HS3 Units Still Available for Allocation

4.6 According to information from HD, as at the end of March 2023, 356 HS2 units and 148 HS3 units were vacant. The vacancy rates were 15% and 9% respectively (see **Fig. 11**), far higher than those of ordinary PRH flats.

Figure 11: Occupancy rates of HS2 and HS3 units (As at end of March 2023)



(2) Vacancy Periods

4.7 The vacancy periods of HSC and C1P units/partitioned rooms before March 2023 are shown in **Table 2**.

Table 2: Vacancy periods of HSC and C1P units/partitioned rooms (Before March 2023)

Vacancy period (Letting frozen)	No. of vacant units/partitioned rooms			
	HS1	HS2	HS3	C1P
Less than 1 year	11 (3%)	191 (54%)	92 (62%)	1 (0%)
1 year or more but less than 2 years	4 (1%)	85 (24%)	28 (19%)	0 (0%)
2 years or more but less than 5 years	7 (2%)	75 (21%)	25 (17%)	2 (1%)
5 years or more but less than 10 years	49 (14%)	5 (1%)	3 (2%)	23 (10%)
10 years and up	291 (80%)	0 (0%)	0 (0%)	207 (89%)
Total	**362 (100%)**	**356 (100%)**	**148 (100%)**	**233 (100%)**

HS1 and C1P Units No Longer Available for Allocation

4.8 Since HD has to wait for all the tenants to move out of an HS1 or C1P unit before converting it into an ordinary PRH flat, the vacancy periods of partitioned rooms in these units are often long. As shown in the table above, around 80% of HS1 and nearly 90% of C1P units had partitioned rooms left vacant for ten years or longer. Of which, 291 partitioned rooms of HS1 had been vacant for more than ten years, scattered over 190 units still occupied by tenants in 33 estates. As for C1P units, 207 partitioned rooms had been vacant for more than ten years, scattered over 134 units still occupied by tenants in 18 estates. HKHA will restore each unit to the original design for allocation after all the tenants move out and all the rooms are vacant.

HS2/HS3 Units Still Available for Allocation

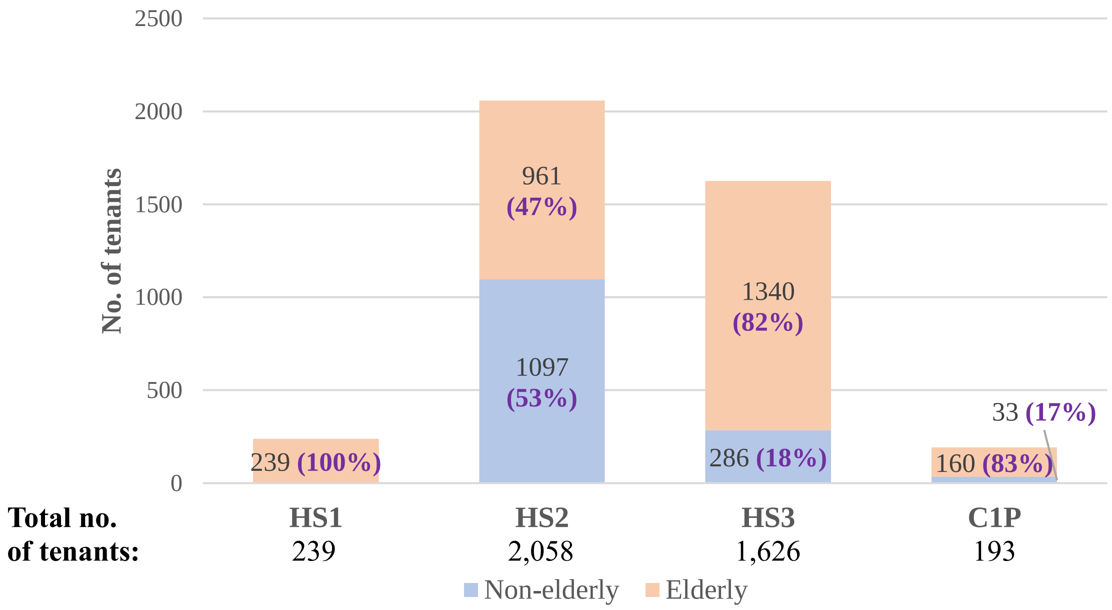
4.9 Meanwhile, the majority of HS2/HS3 units which are not frozen and continue to be allocated for letting have a vacancy period of less than five years. As

of March 2023, a total of eight units (five HS2 and three HS3 units) had been vacant for more than five years. According to HD, these units do not fall within the category of flats with "special circumstances", but have been included under the EFAS and allocated to different PRH applicants time after time. In April and May 2023, two of these eight flats were accepted by applicants and already occupied.

(3) Age Profile of Tenants

4.10 As at the end of March 2023, there were a total of 4,116 households residing in HSC and C1P units. Among them, all HS1 units were let to elderly households (aged 60 or above), and about 47% and 82% of HS2 and HS3 units were let to elderly households respectively; about 83% of C1P units were let to elderly households[6] (see **Fig. 12**).

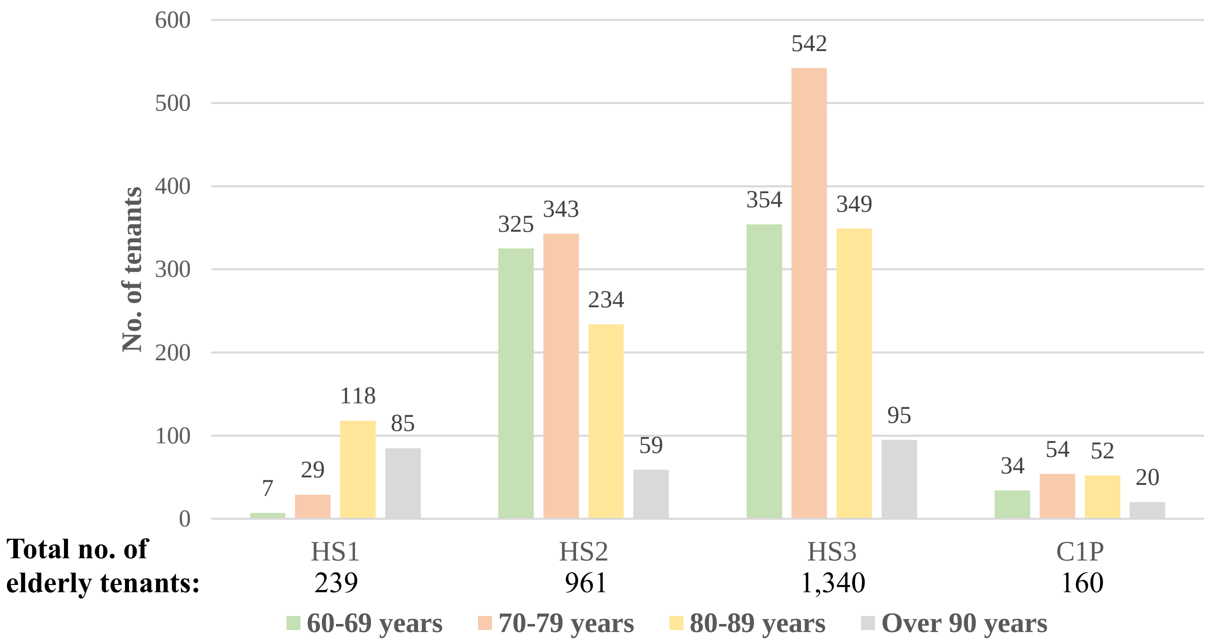
Figure 12: Percentage of elderly and non-elderly tenants residing in HSC and C1P units (As at end of March 2023)



4.11 As at the end of March 2023, HS1 recorded the highest percentage of elderly tenants aged 70 or above among all elderly tenants (97%), followed by C1P units (79%); the percentage was 66% and 74% for HS2 and HS3 respectively (see **Fig. 13**).

6 HD information showed that as at the end of March 2023, C1P units were let to 127 households solely consisting of elderly members, 14 with elderly members, and 9 solely consisting of non-elderly members.

Figure 13: Age profile of elderly tenants residing in HSC and C1P units (As at end of March 2023)



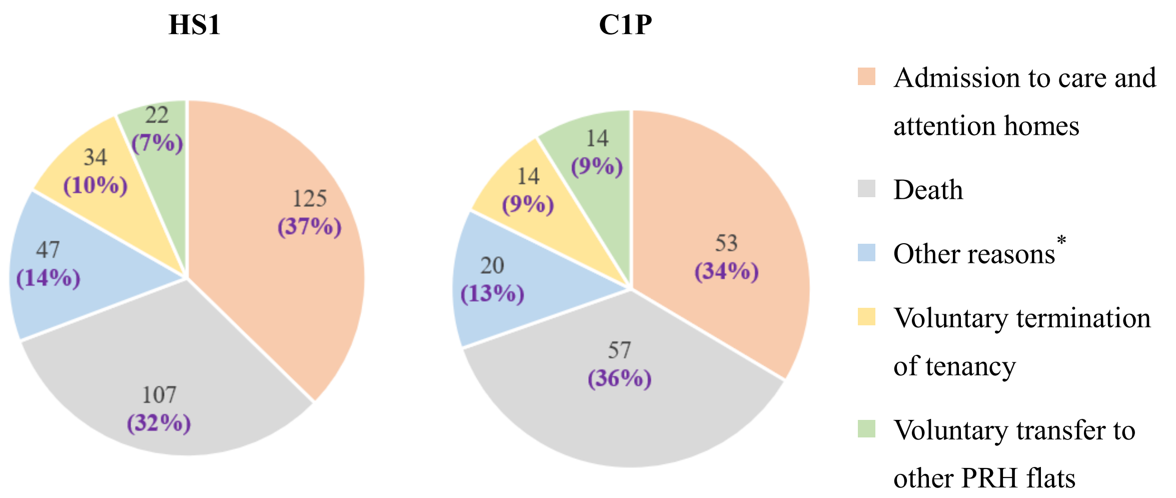
(4) Application for Transfer by Tenants

HS1 and C1P Units No Longer Available for Allocation

4.12 According to HD, despite the continuous measures taken over the years to encourage the transfer of elderly tenants of HS1 and C1P units, HD understands that most of them wish to live in familiar surroundings and neighbourhood, and thus are not very interested in applying for transfer.

4.13 HD's information showed that between 2017/18 and 2021/22, the major reasons for elderly tenants ceasing to reside in HS1 and C1P units were death or admission to care and attention homes, while less than 10% were due to voluntary transfer to other PRH flats. The reasons for elderly tenants ceasing to reside in these two types of units are shown in **Figure 14**.

Figure 14: Reasons for elderly tenants ceasing to reside in HS1 and C1P units between 2017/18 and 2021/22



* Including being issued a notice to quit (due to rent arrears, for example) and purchasing subsidised housing.

4.14 While HD has encouraged C1P tenants to take up the entire unit through the Automatic Offer scheme (see **paras 3.16 – 3.18**), no tenants took up their units under the scheme in the past five financial years (from 2017/18 to 2021/22).

4.15 HD stated that to expedite the conversion of units and improve the living condition of tenants, it has stepped up publicity to inform tenants of various schemes and transfer incentives related to C1P units. As of May 2023, only seven C1P households solely consisted of non-elderly members[7]. They were considering application for transfer or purchasing their C1P units under the Tenants Purchase Scheme. Estate staff would follow up their cases.

HS2/HS3 Units Still Available for Letting

4.16 The transfer arrangements for HS2/HS3 tenants are the same as those for ordinary PRH tenants. Given its hostel style and that its living area smaller than that of ordinary PRH flats, HSC is only suitable for families of one or two persons (HS2 units are for one person only). Hence, both elderly and non-elderly tenants applying for addition of authorised family member(s) after moving into HSC will be transferred to PRH flats of suitable size.

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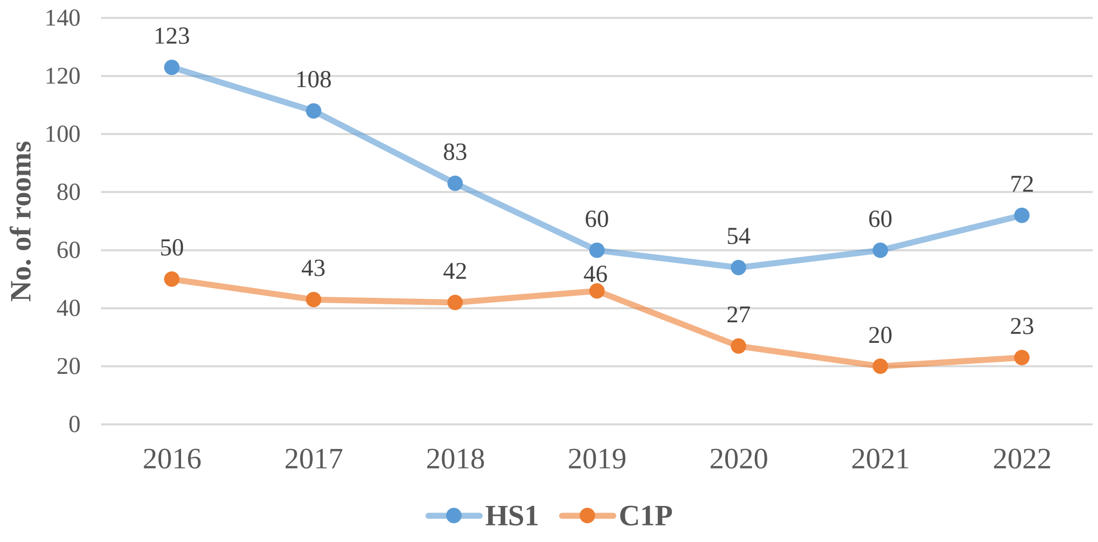
7 HD information showed that as at the end of March 2023, there were nine C1P households solely consisting of non-elderly members (see **note 6** in **para. 4.8**). Among them, two and one households would reach the age of 60 in May and July 2023 respectively.

4.17 HD information showed that more than 90% of the HSC tenants who applied for transfer and received an allocation were transferred to another suitable PRH flat due to addition of authorised family member(s) or on medical or social grounds. Among the HSC tenants who transferred in 2021, the shortest period of residing in HSC before transfer was about one month and the longest was about one year and five months.

(5) Recovery and Conversion of HS1 and C1P Units

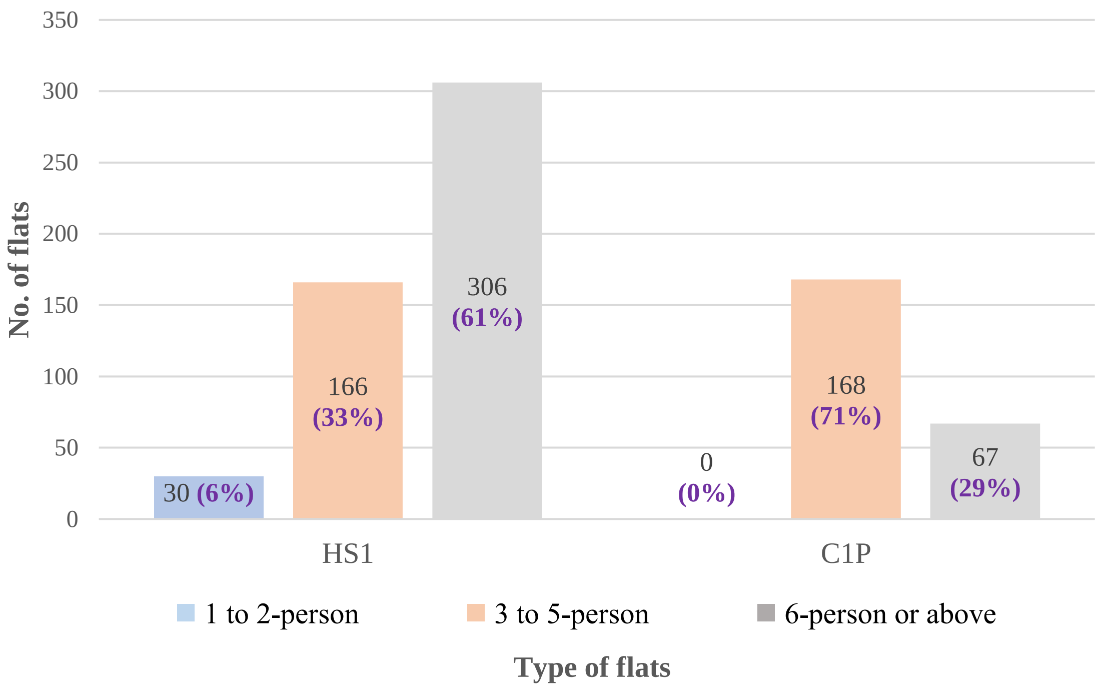
4.18 HD has lobbied and encouraged the voluntary transfer of HS1 and C1P tenants, yet the progress of recovering the partitioned rooms in these units depends on whether the tenants are willing to transfer. As shown in **Figure 15**, between 2016 and 2022, HD recovered a total of 560 partitioned rooms in HS1 units and 251 partitioned rooms in C1P units; the number of rooms recovered each year was on the decline, from 123 in 2016 to 72 in 2022 for HS1, and from 50 to 23 during the same period for C1P.

Figure 15: Number of partitioned rooms in HS1 and C1P units recovered by HD



4.19 Meanwhile, between 2016 and 2022, a total of 502 and 235 ordinary PRH flats were restored from HS1 and C1P units respectively. The number and types of PRH flats restored are given in **Figure 16**.

Figure 16: Number and types of PRH flats restored from HS1 and C1P units between 2016 and 2022

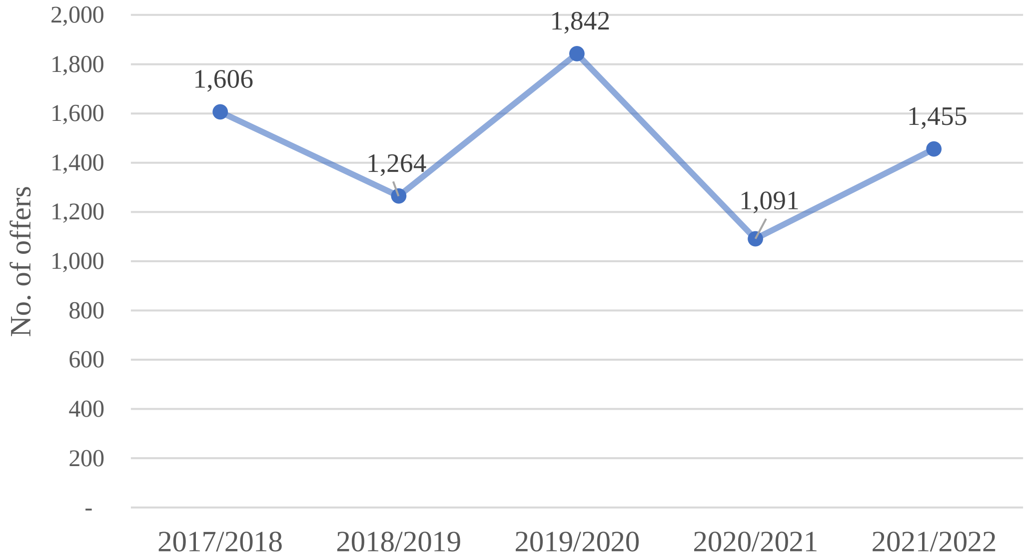


4.20 As shown in **Figure 16**, although the number of HS1 and C1P units recovered was not substantial, most could be converted into large PRH flats. Data showed that between 2016 and 2022, 33% of the HS1 units recovered could be converted into flats for three to five persons, and 61% for six persons or above. As for C1P units, 71% could be converted into flats for three to five persons, and 29% for six persons or above.

(6) Allocation of HS2/HS3 Units

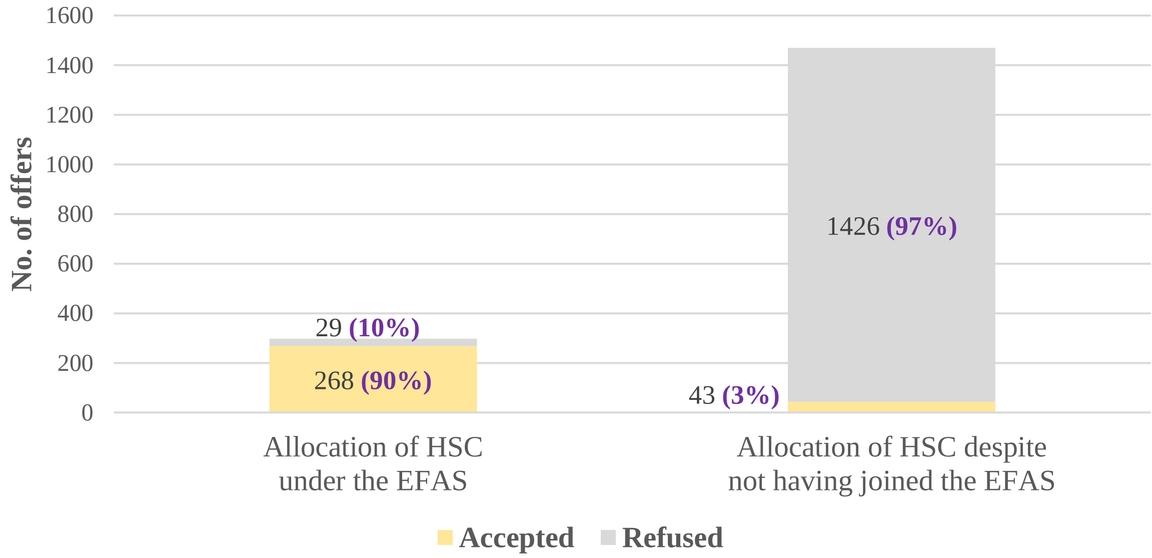
4.21 Despite HD's continuous allocation to elderly and non-elderly PRH applicants, the vacancy rates of HS2 and HS3 units remained at 15% and 9% respectively (see **para. 4.6**), reflecting their unpopularity. In fact, in each of the past five years (from 2017/18 to 2021/22), more than 1,000 offers of HSC units were refused by PRH applicants (see **Fig. 17**).

Figure 17: Offers of HSC units refused by PRH applicants between 2017/18 and 2021/22



4.22 As HS2/HS3 units are considered as the same as ordinary PRH flats in allocation policy and procedures (see **para. 3.3**), PRH applicants might be allocated these two types of units even if they have not joined the EFAS. **Figure 18** shows the offers of HS2/HS3 units accepted by PRH applicants who had and had not joined the EFAS in 2021/22.

Figure 18: Allocation of HSC accepted and refused by PRH applicants under/not under the EFAS in 2021/22

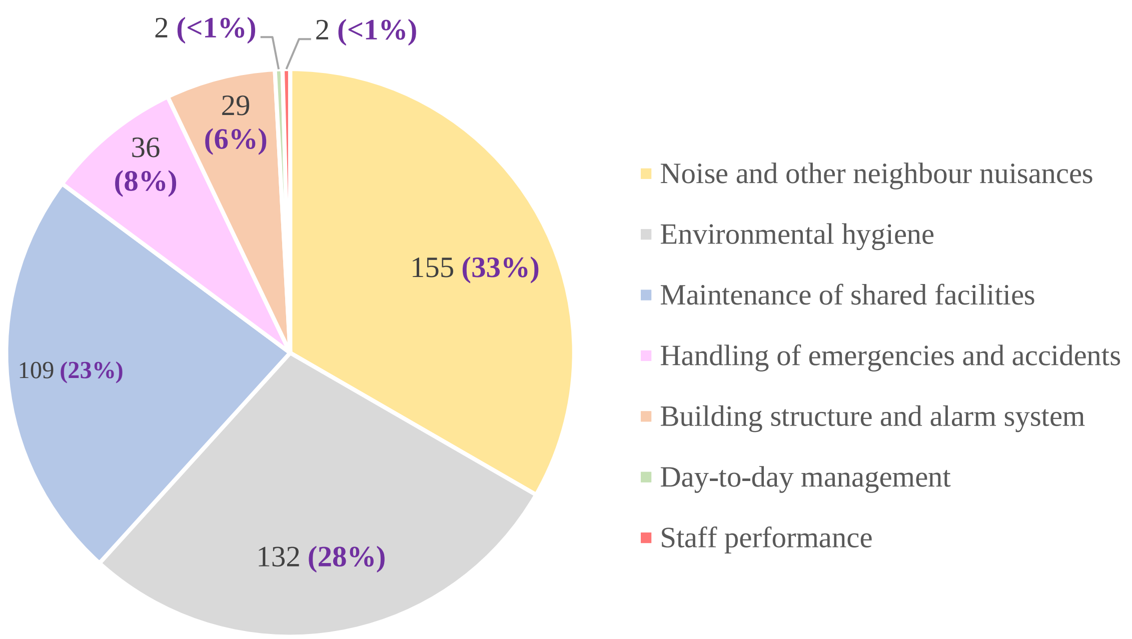


4.23 The statistics above suggest that the acceptance of HS2/HS3 units hinged on whether the applicants were aware that they would be allocated these units. Nearly 90% of the applicants joining the EFAS (who knew that they might be allocated an HSC unit) accepted the offers of HSC. Conversely, only 3% of the applicants who had not joined the EFAS accepted the offers of HSC.

(7) Classification of Complaints/Enquiries/Requests for Assistance from HSC Tenants

4.24 **Figure 19** shows the classification of complaints, enquiries or requests for assistance received by HD from HSC tenants in 2021 and 2022. As can be seen from the statistics, most were related to noise and other nuisances from neighbours (33%), environmental hygiene (28%) and maintenance of shared facilities (23%).

Figure 19: Complaints/enquiries/requests for assistance received by HD from HSC tenants in 2021 and 2022



4.25 Although laundry facilities and shared washing machines are provided for most of the HS2/HS3 units, this Office has received feedback from the public that the washing machines for HSC units are too few and often out of order. As noted from the information provided by HD, the number of washing machines currently provided by HD is insufficient to meet the demand of tenants. Taking Pak Tin Estate as an example, there are 234 HS2 households (including 99 elderly and 135 non-elderly households),

but only one washing machine is available for use by the tenants; another HS2 block in Fu Cheong Estate has three washing machines for use by 110 households, with an average of 36 households using washing machine.

4.26 As for HS3 with an independent bathroom, tenants can select and install their own washing machines inside their units. Notwithstanding this, except for Hong Tung Estate, Wah Kwai Estate and Tsz Ching Estate where no laundry facilities are provided, HD has provided washing machines for use by tenants in all other HS3 blocks.

5

COMMENTS AND RECOMMENDATIONS

5.1 HKHA introduced HSC, the hostel-type accommodation specially for elderly tenants, with the original intent of providing them with a safe and convenient living environment. C1P units were also provided in response to the society's demand for one-person units at that time. Nevertheless, with the change of times, public expectations for living condition and privacy are no longer the same. These units with shared kitchen and bathroom facilities have become outdated and unpopular, as squabbles and conflicts can easily arise among tenants.

5.2 This Office recognises HKHA's multiple measures taken over the years to reduce the vacancy rates of HSC and C1P units, such as lifting the age limit for HSC and providing HS1 and C1P tenants with transfer incentives to recover and convert these units into ordinary PRH flats. Yet, after a lapse of nearly two decades, the vacancy rates of HS1 and C1P units have remained high, involving hundreds of PRH flats; HS2 and HS3 units which are still available for allocation have also recorded high vacancy rates and a high percentage of refused offers. The situation is far from satisfactory.

5.3 Hong Kong is facing a short-term shortage of public housing. The average waiting time is 5.3 years for general applicants, and among them nearly four years for single elderly applicants (see **para. 4.1**). This Office understands that most of the elderly tenants still residing in HSC and C1P units are reluctant to move out, and it is reasonable for HKHA to handle their housing issues with compassion and care. Meanwhile, this Office notes that when taking forward another public housing initiative[8], the Housing Bureau indicated that the Government is bold to optimise social resources, the Bureau must introduce drastic measures, and the Government has an undeniable responsibility to take bold actions in allocating and utilisating social

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8 See the Housing Bureau's paper to the Legislative Council on the proposal to take forward the Light Public Housing initiative.

resources reasonably to implement the initiative. The community certainly expects the same mindset and determination of the Government to address the issues of HSC and C1P units. It is incumbent upon HD to review the effectiveness of existing measures related to HSC and C1P units and make corresponding adjustments. While showing compassion and care for the elderly tenants affected, HD should also ensure more effective deployment of relevant PRH resources, thereby meeting the strong demand for public housing.

5.4 In light of our findings, this Office has the following observations and comments regarding HD's arrangements for HSC and C1P units.

(I) TOO MANY PRH APPLICANTS REFUSED ALLOCATION OF HS2/HS3 UNITS

5.5 HD allocates HS2/HS3 units to general PRH applicants in order to reduce the vacancy rates of those units. This Office, however, notes that most members of the public would not regard HSC with shared kitchen and bathroom facilities as ordinary PRH flats. After lifting the age limit for HSC years ago, HD has continued to allocate HS2/HS3 units, but in each of the past five years more than 1,000 (1,455 in 2021/22) applicants refused the offers of HSC units (see **Fig. 17** in **para. 4.21**). In 2021/22, only 3% of applicants who had not joined the EFAS accepted the offers of HSC units (see **paras. 4.22 and 4.23**), indicating that these units were highly unpopular. In fact, the Government will build Light Public Housing ("LPH")[9] based on the design of traditional PRH flats, and each LPH unit is equipped with toilet, shower and cooking space. While HS2/HS3 units still available for allocation are served by welfare workers, their role has already changed (see **paras. 5.13 and 5.14**). This Office considers HD's practice obsolete to regard and allocate HSC with shared kitchen and bathroom facilities as ordinary PRH flats.

5.6 Currently, the vacancy rates of HS2 and HS3 are 15% and 9%, involving 356 and 148 units respectively (see **para. 4.6**), which are higher than the overall target of not exceeding 1.3% set for PRH vacancy rate under HKHA's key performance indicators, and also far higher than the vacancy rates of ordinary PRH flats (see **para. 4.3**). Given the short-term shortage of public housing, this Office considers the

[9] The Chief Executive's 2022 Policy Address proposed that the Government will make use of government and private land with no development plan in the near future, and adopt standardised simple design and the Modular Integrated Construction approach to build LPH units expeditiously.

vacancy rate at above 10% undesirable and the use of PRH resources has not been optimised.

5.7 This Office has received complaints from PRH applicants, who alleged that they were allocated units with shared kitchen and/or bathroom facilities despite not having applied for the EFAS or HSC. These applicants felt aggrieved at HD's arrangements that refusing the offer would be counted as forfeiting one chance of flat allocation. They also mentioned that most PRH applicants would not prefer shared kitchen and/or bathroom facilities. Furthermore, some complainants criticised that although the Application Guide attached to the PRH application form specified that HSC might be allocated to non-elderly applicants whose household size is one or two persons (see **para. 3.3**), HD did not explicitly explain that tenants in these units would have to share the kitchen and/or bathroom facilities with others.

5.8 HD said that before completing the application form, PRH applicants are required to read carefully the Application Guide, which specifies that HSC might be allocated to non-elderly applicants whose household size is one or two persons. In addition, details about the types and facilities of HSC units, including whether the kitchen and bathroom are shared or independent, are available on the HKHA/HD website for reference by PRH applicants[10]. After the launch of our direct investigation, HD has produced and uploaded a relevant information video to the HKHA website and Facebook for public viewing. PRH applicants who have been allocated HSC units would receive a leaflet introducing the HSC facilities and services with a QR code linking to the information video for their further consideration. HD also plans to provide in the Application Guide the hyperlink to the HSC webpage for PRH applicants to obtain relevant information before applying.

(II) TOO FEW HS1 AND C1P TENANTS APPLIED FOR VOLUNTARY TRANSFER

5.9 HKHA ceased the allocation of C1P units as early as 2001 to facilitate the conversion of these units into ordinary PRH flats (see **para. 3.1**). The Phasing-out Programme was introduced in 2006 to provide HSC tenants with domestic removal allowance, encouraging them to move to self-contained PRH flats and vacate their HSC units for conversion. In 2009, HKHA ceased the allocation of HS1 units. Cessation of the allocation would facilitate HD's recovery and conversion of HS1 and C1P units

[10] https://www.housingauthority.gov.hk/en/flat-application/application-guide/elderly-persons/index.html

into ordinary PRH flats, yet the progress depended on whether elderly tenants were willing to transfer. Despite HD's incentives, the elderly tenants of HS1 and C1P units were not keen on voluntary transfer. In the past five financial years (from 2017/18 to 2021/22), voluntary transfer was not the major reason for elderly tenants ceasing to reside in their HS1 or C1P units (see **Fig. 14** in **para. 4.13**). Over the past seven years (from 2016 to 2022), there was also a year-on-year decrease in the number of HS1 or C1P units recovered by HD (see **Fig. 15** in **para. 4.18**). It can be inferred from these figures that the number of units recovered by HD via voluntary transfer of tenants was even lower.

5.10 Since HD has to wait for all the tenants to move out of a unit before converting it into an ordinary PRH flat, the vacancy periods of partitioned rooms in these units are often long. Around 80% of HS1 and nearly 90% of C1P units had partitioned rooms left vacant for ten years or longer (see **Table 2** in **para. 4.7**). Moreover, as at the end of March 2023, 96% (220/228) of HS1 and 100% (150/150) of C1P units were let to just one household (see **Fig. 10** in **para. 4.5**). In other words, almost all these units with two or three partitioned rooms were occupied by only one household. Consequently, the progress of unit conversion is extremely slow, and the vacancy rates of these two types of units are persistently high (see **Fig. 9** in **para. 4.4**).

5.11 This Office believes that most elderly tenants who are disposed to voluntary transfer have already moved out, and those remaining are largely reluctant to move to a strange neighbourhood. Moreover, although not allowed to use the other partitioned rooms, existing tenants can actually enjoy more spacious living area as other tenants gradually moving out, and no longer need to share the kitchen and bathroom facilities. It means that the lure of transfer to enjoy better living condition no longer exists. According to HD's current practice of allowing the remaining tenants to opt for voluntary transfer, the recovery of HS1 and C1P units wholly depends on their choice. Unless HD steps up recovering these units (see **paras. 5.27 – 5.31**), these precious PRH resources will remained underused for a long period.

(III) WELFARE WORKER SERVICE OF HSC DEVIATED FROM ORIGINAL PURPOSES

Role of Welfare Workers in HS2/HS3 Altered

5.12 HKHA could indeed lower the vacancy rates of HSC by lifting the age limit and letting these units to single non-elderly tenants. However, given the different

lifestyles and social needs of elderly and non-elderly tenants, squabbles and conflicts could break out more easily when they have to share the kitchen and bathroom facilities. There were media reports about poor hygiene of shared facilities, especially toilets, because some elderly tenants were less aware of hygiene or less fit to care for themselves, and the situation had not improved despite complaints.

5.13 With non-elderly or even young tenants living in HSC, the role of welfare workers, whose task was looking after the daily needs of the elderly in the past, has also changed. In addition to caring for the elderly HSC tenants (including regular visits, assistance in referrals to welfare agencies, etc.) and performing general duties of building management (see **para. 2.9**), welfare workers are also expected to maintain harmonious relations between two generations of tenants. It calls into question whether they have enough time to understand and care for every elderly tenant. Conversely, some non-elderly tenants purportedly residing in HSC told this Office that welfare workers treated them as if they were elderly, such as delving into their daily routines and requiring them to give prior notice in case of staying out at night. If such allegations were true, it would be a serious misallocation of welfare worker resources.

5.14 This Office notes the view in favour of the interaction between elderly and non-elderly tenants of HSC: young tenants can help their elderly neighbours alleviate the risks of living alone, while the elderly can share various life experiences with the young. Nevertheless, HSC with shared facilities provides the hardware only without fostering an atmosphere of mutual support in the neighbourhood. To the contrary, it has been reported that welfare workers often had difficulty resolving disputes between the elderly and the young due to their different routines and lifestyles.

Welfare Worker Service for HS1 Ceased

5.15 The Government's original intent to introduce hostel-type HSC with 24-hour welfare worker service was to provide better care for elderly tenants. In addition to day-to-day management duties, welfare workers would proactively understand the daily routines and social needs of elderly tenants, help them overcome adaptation difficulties, and foster harmonious relations among tenants.

5.16 However, HD no longer provides welfare worker service for HS1 at present (see **para. 3.22**). Since the cessation of such service, HD has connected the emergency alarm system installed in HSC units to the security control room or the security counter operated round-the-clock (see **para. 3.23**), but the effect is entirely

different from the regular care provided by welfare workers to the elderly tenants in the past. Meanwhile, HD has advised elderly tenants in need to move to HS2/HS3 with 24-hour welfare worker service, while recreational and social programmes are also organised regularly for HSC tenants of all ages to foster a harmonious living environment. Yet, given HS1 tenants' reluctance to transfer as discussed in **paragraph 5.9**, and the doubtful effectiveness of the welfare worker service in HS2/HS3 (see **para. 5.13**), HS1 tenants would be unlikely to benefit in the present circumstances.

5.17 Currently, all HS1 units are let to elderly households (see **para. 3.14**), and most tenants are living alone (see **para. 4.5**). Without welfare worker service, HS1 has ceased to be hostel-type accommodation, and the living condition is actually the same as that of ordinary PRH flats except for the emergency alarm system installed in HS1 units. While estate office staff continue to provide tenants with appropriate support, such as regular visits and referrals to welfare agencies, this is a far cry from the family-like relation and care of tenants by welfare workers in the past. The original intent of providing hostel-type accommodation for better caring of the elderly has gradually been defeated.

(IV) FAILING TO EXPLORE BREAKTHROUGH MEASURES

Targeting HS2/HS3 Units Still Available for Allocation

5.18 HD has allocated HS2/HS3 units in the same way as ordinary PRH flats (see **para. 3.3**). In this regard, HD explained that the number of applicants who are waiting for PRH far exceeds the supply, and each applicant has different housing requirements. HSC might not be their first choice, but it could provide them with one more different option. Apart from meeting the needs of applicants who actually prefer HSC (such as the elderly and people with long-term illness in need of hostel-type accommodation with welfare worker service), it also provides housing opportunities for singletons and two-member families who wish to improve their living environment as soon as possible. HD stated that HSC with shared kitchen and bathroom facilities is still considered acceptable by many PRH applicants. It pointed out that between 2017/18 and 2021/22, all HS2/HS3 units available under the EFAS were selected by applicants joining the scheme (see **para. 3.7**).

5.19 Nevertheless, data showed that more than 1,000 offers of HSC were refused by applicants in each of the past five years (see **Fig. 17** in **para. 4.21**), indicating

that these units were highly unpopular. Allocating these units time and again to different applicants is not only inefficient, but also aggrieves some applicants who would lose one chance of flat allocation upon refusing the offer (see **para. 5.7**). As such, this Office considers that these units with shared kitchen and bathroom facilities should hardly be regarded as ordinary PRH flats. HD should review whether HS2/HS3 units are still to be classified as ordinary PRH flats, and consider ceasing to allocate these units to general PRH applicants. More focused and effective measures should be explored to get around the bottleneck caused by the unpopular HS2/HS3 units.

Launching New Allocation Scheme

5.20 This Office notes that nearly 90% of the applicants joining the EFAS (who knew that they might be allocated or even selected an HSC unit by themselves) accepted the offers of HSC. Conversely, only 3% of the applicants who had not joined the EFAS accepted the offers of HSC (see **Fig. 18** in **para. 4.22**). These figures reflected that HSC units were more acceptable to applicants when they could make an informed choice. In our view, HD can consider tailoring a specific allocation scheme for HSC modelled on the EFAS, under which applicants who have been waiting for PRH for years, have urgent housing needs and no objection against shared facilities can select an HS2/HS3 unit not yet been let out.

5.21 HD considered the existing EFAS conducive to the letting of HS2/HS3 units through the mode of self-selection by applicants, and thus it is more efficient and cost-effective to stick at this scheme for allocating units to applicants in need. However, this Office notes that vacant HS2/HS3 units have been included under the EFAS for years. Given the high vacancy rates (15% and 9% for HS2 and HS3 respectively) and the number of refused offers (see **paras. 4.6 and 4.21**), the effect is not entirely satisfactory. In our view, if the situation persists without significant improvement, HD should seriously consider tailoring a specific allocation scheme for better utilisation of PRH resources, thereby optimising the use of available resources to benefit people in need.

Letting to PRH Applicants as Transitional/Interim Housing

5.22 In recent years, the Government has been vigorously promoting the development of transitional housing, under which vacant sites and buildings are used to provide short-term accommodation for letting to those in need. In response to whether vacant HS2/HS3 units could be let to PRH applicants as transitional housing, HD

considered it not feasible on the grounds that existing PRH resources (including HSC) should be allocated to families or individuals on the waiting list according to the established mechanism as far as practicable, so as to more directly resolve their housing difficulties in the long run. Given that transitional and public housing are subject to different policies and modes of operation and management, letting these units as transitional housing would require identifying suitable temporary tenants and drawing up a separate set of fair and transparent eligibility criteria. As most of the existing HS2/HS3 units have already been let out, handing over a small portion of scattered and vacant units to NGOs for refurbishment and operation as transitional housing and provision of social welfare service would cause confusion and involve a lot of administrative procedures and costs. Apart from not being economically efficient, it will affect the direct allocation of these units to families or individuals on the waiting list as long-term accommodation.

5.23 This Office recognises HD's concerns and worries, but the concept of using HS2/HS3 units with higher vacancy rates than ordinary PRH flats as transitional/interim housing is worth further exploring for the sake of speedily easing the shortage of public housing. In fact, a pilot scheme was launched in 2021 to subsidise the renting of hotel or guesthouse rooms by NGOs for operation of transitional housing. This innovative scheme aimed to increase the supply of transitional housing in a short period of time and to help the hotel and guesthouse sector ride out the challenging business environment. Those rooms were also quite scattered. As the saying goes, where there's a will there's a way. This Office considers that HD should spare no effort in exploring every possible option to improve the living condition of grassroots families. If HD is concerned about the possible impact caused to PRH applicants on the waiting list, it can consider selecting one of the HSC blocks on a trial basis and letting some of the prolonged vacant units to applicants who have been waiting for PRH for years and living in substandard homes, thereby providing short-term accommodation for people with urgent housing needs.

<u>Changing the Use</u>

5.24 Currently, HKHA has no plan to convert or change the use of HS2/HS3 units. These units are allocated to PRH applicants on an ongoing basis. HD considered it not feasible to redevelop the ancillary facilities blocks with HS2 units due to plot ratios, height restrictions and other limitations of individual sites (see **para. 3.24**). HD explained that HKHA would prudently assess any redevelopment plans of PRH estates based on its policies and principles in light of the actual circumstances.

Although redevelopment may potentially increase the PRH supply in the long run, it is also possible to see a decrease in the total number of flats in certain projects. Large-scale projects also freeze a large number of flats that could have been allocated to PRH applicants.

5.25 This Office notes HD's views. Nevertheless, the use of PRH resources has not been optimised after years of lifting the age limit of HSC and including these units under the EFAS, as their vacancy rates are still higher than ordinary PRH flats. HD should face the issue directly. If existing arrangements remain unchanged, the occupancy rates of these units will hardly improve significantly. It is essential for HD to review the effectiveness of existing arrangements and explore breakthrough measures. In fact, under the Phasing-out Programme introduced in the past, an HS2 block was converted into non-residential use (see **para. 3.12**). This Office urges HKHA to more proactively examine the needs for changing the use of HSC in the long run, or even assess and consider specific HS2 units located in the ancillary facilities blocks of PRH estates (mostly low-rise buildings above the commercial podium or carpark) for inclusion in redevelopment plans to address the root of this issue.

Targeting HS1 and C1P Units No Longer Available for Allocation

Promoting and Introducing More Transfer Incentives

5.26 This Office recognises that HD has to respect the wish of elderly tenants while encouraging and assisting them to transfer. HKHA launched the Phasing-out Programme 20 years ago (see **paras. 3.11 and 3.12**) with certain effect initially, but the progress of recovering these units has slowed down subsequently.

5.27 In fact, existing HS1 and C1P tenants can enjoy more spacious living area as other tenants gradually moving out. As shown in **Figure 10** (see **para. 4.5**), as at the end of March 2023, only 4% of HS1 units had two households and all C1P units were occupied by a single household, reflecting that most PRH resources were underused. These units, if all recovered, could be restored to around 400 larger PRH flats. Moreover, as shown in **Figure 16** (see **para. 4.19**), 61% of the HS1 units and 29% of the C1P units recovered between 2016 and 2022 were converted into flats suitable for six persons or above (see **para. 4.20**). Evidently, recovering these units can release more sizeable flats for larger families and benefit more PRH applicants. As far as we understand, there is a relative shortage of larger PRH flats at present, such that HD often needs to allocate two adjacent smaller flats to PRH applicants with larger

families. This Office is aware that after recovering and converting those 400 units, HD has to allocate one-person units of suitable size to those single elderly tenants, which is exactly the sensible way for fair allocation and utilisation of PRH resources. Actually, HD has already introduced various measures to ensure proper rehousing of tenants who opt for voluntary transfer.

5.28 According to HD's information, as of March 2023, there were around 399 elderly households residing in HS1 and C1P units (see **Fig. 12** in **para. 4.10**), including 97% (232 tenants) and 79% (126 tenants) aged above 70 (see **para. 4.11**), among them 85% (203 tenants) and 45% (72 tenants) aged above 80 respectively (see **Fig. 13** in **para. 4.11**). The data showed that most HS1 and C1P tenants are of advanced age. This Office considers that for HS1 with welfare worker service already ceased and C1P units without ancillary service all along, HD's home visit team should continue to attend to the needs of elderly tenants therein. In addition, HD should approach and collaborate with SWD or welfare agencies to provide suitable support according to their individual circumstances and welfare needs, and proactively lobby and encourage them to transfer. If the elderly tenants refuse to transfer, HD should thoroughly understand whether their reluctance is on medical or social grounds. Where feasible, HD should prioritise their cases and promptly allocate self-contained one-person flats within the same district or even the same estate to these tenants, in order to expedite the recovery of units, as well as minimise the impact on the elderly and ensure their proper rehousing. This Office understands that HD is planning to connect and collaborate with the District Services and Community Care Teams which are gradually set up to continue encouraging the voluntary transfer of HS1 and C1P tenants, and provide them with day-to-day care and support.

5.29 This Office notes that HD has introduced the Full Rent Exemption Scheme for Elderly Households, under which HS1 and C1P tenants aged 70 or above will be granted a one-off domestic removal allowance upon moving to a PRH flat of suitable size and full rent exemption for life thereafter, but the response has been lukewarm (see **para. 3.20**). HD explained that if the Scheme's coverage is expanded by lowering the eligible age to 60 from 70, the number of eligible tenants will only increase by 36 (i.e. there were 36 tenants aged 60 to 69 as at the end of March 2023). Among them, 15 were recipients of rental allowance from SWD. Hence, the effect is expected to be insignificant even if HD lowers the eligible age or offers special rental incentives (for example, handing out a one-off extra payment on top of the one-off domestic removal allowance) to make the Scheme more attractive.

5.30 Although HD has considered the principle of reasonable allocation of resources, it should not stop there. This Office urges HD to review the effectiveness of existing schemes from time to time. To this end, HD's home visit team can sound out the elderly tenants to understand their views about the Full Rent Exemption Scheme for Elderly Households and other incentives during home visits (see **para. 3.19**), thereby evaluating the effectiveness of various schemes and formulating more attractive solutions to encourage voluntary transfer of elderly tenants of HS1 and C1P units.

<u>Following up the Transfer of Non-elderly Tenants</u>

5.31 HD information showed that as at the end of May 2023, there were still seven households solely consisting of non-elderly members in C1P units (see **para. 4.15 and note 7**). This Office believes that non-elderly households can adapt to new surroundings more easily than elderly households. While HD has encouraged them to take up the entire unit through the Automatic Offer scheme, no tenants vacated their units under the scheme in the past five financial years (from 2017/18 to 2021/22) (see **para. 4.14**), reflecting that it is not effective. In any case, HD stated that those non-elderly households are considering application for transfer or purchasing their own units (see **para. 4.15**). HD should continue to follow up their cases vigorously and speed up recovering these units.

RECOMMENDATIONS

5.32 Overall, this Office recommends that HD:

Targeting HS2/HS3 Units Still Available for Allocation

(1) review whether HS2/HS3 units should still be classified as ordinary PRH flats, and consider ceasing to allocate these units to general PRH applicants (see **para. 5.19**);

(2) seriously consider tailoring a specific allocation scheme for HS2/HS3 if the vacancy rates of these units and the number of refused offers remain high without significant improvement (see **para. 5.21**);

(3) in case of unsatisfactory results of the measures aforesaid, draw on the concept of transitional housing and consider selecting one of the HS2/HS3 blocks on a trial basis and allocating some of the prolonged vacant units as short-term accommodation for people with urgent housing needs (see **para. 5.23**);

(4) review the effectiveness of the existing measures, and in case of unsatisfactory results of the measures aforesaid, consider in the long run the needs for changing the use of HS2/HS3, or even conduct an assessment on specific HS2 units and consider including those HS2 units in redevelopment plans (see **para. 5.25**);

(5) before implementation of the measures aforesaid, continue to step up publicity and disseminate information about HS2/HS3 to enhance the understanding of PRH applicants (see **para. 5.8**);

Targeting HS1 and C1P Units No Longer Available for Allocation

(6) promote and introduce more transfer incentives, approach and collaborate with SWD or welfare agencies to proactively lobby and encourage the elderly tenants of HS1 and C1P units to transfer, such as rehousing in the same district (see **para. 5.28**);

(7) consider instructing its home visit team to sound out the HSC and C1P tenants to understand their views about the Full Rent Exemption Scheme for Elderly Households and other incentives during home visits, thereby evaluating the effectiveness of various schemes and formulating more attractive solutions (see **para. 5.30**); and

(8) continue to follow up the cases of C1P households solely consisting of non-elderly members and speed up recovering these units (see **paras. 4.15 and 5.31**).

ACKNOWLEDGEMENTS

5.33 The Ombudsman thanks HD for its cooperation in the course of this investigation. Moreover, we are grateful to members of the public who have submitted their views on this subject.

Office of The Ombudsman
Ref: DI/462
July 2023

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List of Figures and Tables

Figure/Table	Caption	Page
Figure 1	Floor plan of HS1 units in Tin Tsz Estate	4
Figure 2	Situation of an HS1 unit in Tin Tsz Estate	4 - 5
Figure 3	Floor plan of HS2 units in Pak Tin Estate	6
Figure 4	HS2 units in Pak Tin Estate	7 - 8
Figure 5	Floor plan of HS3 units in Pak Tin Estate	9
Figure 6	HS3 units in Pak Tin Estate	10 - 11
Figure 7	Floor plan of a C1P unit in Siu Sai Wan Estate	12
Figure 8	C1P unit in Siu Sai Wan Estate	13
Table 1	Overview of HSC and C1P units (As at end of March 2023)	21 - 22
Figure 9	Occupancy rates of HS1 and C1P units (As at end of March 2023)	25
Figure 10	Living condition of HS1 and C1P tenants (As at end of March 2023)	26
Figure 11	Occupancy rates of HS2 and HS3 units (As at end of March 2023)	26
Table 2	Vacancy periods of HSC and C1P units/partitioned rooms (Before March 2023)	27
Figure 12	Percentage of elderly and non-elderly tenants residing in HSC and C1P units (As at end of March 2023)	28
Figure 13	Age profile of elderly tenants residing in HSC and C1P units (As at end of March 2023)	29
Figure 14	Reasons for elderly tenants ceasing to reside in HS1 and C1P units between 2017/18 and 2021/22	30

Figure/Table	Caption	Page
Figure 15	Number of partitioned rooms in HS1 and C1P units recovered by HD	31
Figure 16	Number and types of PRH flats restored from HS1 and C1P units between 2016 and 2022	32
Figure 17	Offers of HSC units refused by PRH applicants between 2017/18 and 2021/22	33
Figure 18	Allocation of HSC accepted and refused by PRH applicants under/not under the EFAS in 2021/22	33
Figure 19	Complaints/enquiries/requests for assistance received by HD from HSC tenants in 2021 and 2022	34

Annexes

Estates with HS1
(with breakdown by districts as designated by HD[1])

PRH/residential estates with HS1			
Urban	**Extended Urban**	**New Territories**	**Islands**
1. Yiu Tung Estate	14. Cheung Hang Estate	27. Wan Tau Tong Estate	
2. Tung Lam Court	15. Kwai Chung Estate	28. Fu Heng Estate	
3. Lai On Estate	16. On Yam Estate	29. Tai Wo Estate	
4. Tsz Ching Estate	17. Shek Lei (I) Estate	30. Tin Tsz Estate	
5. Tsz Lok Estate	18. Kwai Fong Estate	31. Tin King Estate	
6. Lower Wong Tai Sin (2) Estate	19. Shek Yam East Estate	32. Ka Fuk Estate	
7. Fung Tak Estate	20. Cheung Fat Estate	33. Wah Ming Estate	
8. Ko Yee Estate	21. Chung On Estate		
9. Tsui Ping South Estate	22. Heng On Estate		
10. Ping Tin Estate	23. Kwong Yuen Estate		
11. Kai Tin Estate	24. Hau Tak Estate		
12. Sau Mau Ping Estate	25. Ming Tak Estate		
13. Tak Tin Estate	26. King Lam Estate		

[1] HD has designated PRH estates into four districts in Hong Kong:
- Urban (including Hong Kong Island and Kowloon)
- Extended Urban (including Tung Chung, Sha Tin, Ma On Shan, Tseung Kwan O, Tsuen Wan, Kwai Chung and Tsing Yi)
- New Territories (including Tuen Mun, Yuen Long, Tin Shui Wai, Sheung Shui, Fanling and Tai Po)
- Islands (excluding Tung Chung)

Annex II

Estates with HS2
(with breakdown by districts as designated by HD)

PRH/residential estates with HS2			
Urban	**Extended Urban**	**New Territories**	**Islands**
1. Tin Wan Estate	10. Sheung Tak Estate	11. Tin Yuet Estate	
2. Fu Cheong Estate		12. Tin Wah Estate	
3. Un Chau Estate			
4. Pak Tin Estate			
5. Tsz Lok Estate			
6. Sau Mau Ping Estate			
7. Tak Tin Estate			
8. Ping Tin Estate			
9. Hoi Fu Court			

Annex III

Estates with HS3
(with breakdown by districts as designated by HD)

PRH/residential estates with HS3			
Urban	**Extended Urban**	**New Territories**	**Islands**
1. Hong Tung Estate	9. Kwai Shing East Estate	12. Yung Shing Court	
2. Wah Kwai Estate	10. Lai Yiu Estate		
3. Pak Tin Estate	11. Shek Yam Estate		
4. Sheung Lok Estate			
5. Tsz Ching Estate			
6. Tsui Ping (North) Estate			
7. Ko Yee Estate			
8. Wan Hon Estate			

Annex IV

Estates with C1P
(with breakdown by districts as designated by HD)

PRH/residential estates with C1P			
Urban	**Extended Urban**	**New Territories**	**Islands**
1. Siu Sai Wan Estate	11. Shek Wai Kok Estate	20. Tai Wo Estate	
2. Lei Tung Estate	12. Cheung Hong Estate	21. Wah Ming Estate	
3. Wah Kwai Estate	13. Cheung Hang Estate		
4. Lai Kok Estate	14. Shek Lei (I) Estate		
5. Chak On Estate	15. Chun Shek Estate		
6. Tung Tau (II) Estate	16. Mei Lam Estate		
7. Chuk Yuen South Estate	17. Sha Kok Estate		
8. Lower Wong Tai Sin (1) Estate	18. Kwong Yuen Estate		
9. Lok Wah South Estate	19. King Lam Estate		
10. Tsui Ping (North) Estate			